THE GEORGE WASHINGTON UNIVERSITY

NAVY GRADUATE COMPTROLLERSHIP PROGRAM

PROGRAM BUDGETING

AS APPLIED TO

MILITARY CONSTRUCTION

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For

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PREFACE

This paper is a somewhat detailed application of certain of the principles of comptrollership to the process of formulating the Military Construction Program. In recent years the writer has had occasion to be associated with various phases of this program, both in the Bureau of Yards and Docks and in the field. The current developments toward improving the budgetary process, in both the formulation and execution stages, have been observed with interest. Since it appeared that changes in the method of originating the program were necessary to keep pace with progress being made in other areas, the writer made informal inquiries to ascertain what was being done to revise the existing instructions governing the submission of data from the field. Having learned that although the need for revisions was generally recognized, no specific action to this end was in progress, the writer decided to address himself to this task.

The many facets and the complexity of the Military Construction Program have made it necessary to restrict the scope of this study. Limitations on the time available for research and investigation have not permitted the writer to extend this inquiry as far as would otherwise be justified. For this reason, a number of areas which are closely associated with the formulation process have had to be excluded. Thus it has been necessary to skip over lightly the Master Planning process, as well as the procedure for converting the requirements submitted from the field into the Military Construction Program which is proposed by Navy to higher review levels, and to the Congress.

In keeping with the objective of this study, the writer has prepared drafts of two proposed instructions, which are attached as Appendixes to this report. These instructions, one from the Secretary of the Navy, and the other from the Chief of Naval Operations, are intended to replace those which currently prescribe the method for submitting station requirements for new construction. It is hoped that these proposals will be of some assistance to those persons whose responsibility it is to establish the policies and procedures governing the formulation of the Military Construction Program.

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CHAPTER I

BACKGROUND

Of all the programs submitted by the Department of the Navy, none is subjected to more intensive review throughout the Executive Branch of the Government and in the Congress than the Military Construction Program. The process, whereby funds are obtained to augment the facilities comprising the Naval Shore Establishment, is very complicated and time consuming; a request from an individual station for additional facilities must be initiated four to five years before the brick and mortar can be expected to be in place and ready for use.

The long lead time which is inherent in the existing system presents a planning problem of major proportions, in that specific requirements must be foreseen several years in advance. Although a discussion of the Navy planning system is beyond the scope of this study, it is considered pertinent to stress the importance of insuring that planning data, in the form of missions and work loads, is furnished to stations in sufficient detail to permit comprehensive facilities planning. The current difficulties being experienced with the preparation and review of Master Shore Station Development Plans for individual stations, as outlined in a recent study conducted by the Bureau of Yards and Docks,[1] is evidence that increased emphasis must be placed on the evolution of long range plans. Since the Master Plan for an activity merely reflects the station's future

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[1]Bureau of Yards and Docks, A Study of the System of Making Master Plans of Naval Shore Activities, June 1955.

CHAPTER I

INTRODUCTION

If all the problems associated by the supporters of the Party, some be attributed to some individuals similar inequities that Communism Friends of the Government and in the Congress like the Military Conservative Forces, the problem, Minority Party was intended to assume the Conservative supporting the Front Alone Extraordinarily. It may constitutional and have necessary a problem. Even so Government action the activities. Institutions seem to Individual that on the prime Nations the Party and another can be expected to be in place and major the man.

The Long Lead time may be longer in the Marketing system problem a problem problem of major permanently. In that quantity problem would need be Pressure control power to measure. Attempt a discussion of the Long planning period to lessen the power of this energy, it is the Added particular to stress the Government or Leading that planning Nations, in the Time is Relative and not Lack. It Intended to Analyze to Problem Under which it Would Controllable Facilities planning. The Leaves Economics Being Considered with the Procedure and Method of Super Time Studies Development Time for Industrial Planning, as defined in a Much early Analysis by the Theory of Time and Theory,[1] in Minimum that Economic Objective must be Lower in the Production of Long range planning Since the Tender Time is a Factor Early Minimum the Industry Future

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[1] Theory of Time and Theory, A Study of the Theory of Under Energy Lack of Short Time Industry, New York.

requirements, it can be no better than the information upon which it is based.

The numerous reviews to which the facilities needs of Navy shore stations are subjected within the Navy, the Department of Defense, and the Bureau of the Budget, involve an enormous amount of work. Many revisions are made to the project justifications submitted from individual stations, with the result that in some instances the data which is included in the Military Construction Program as submitted to the Congress bears little resemblance to the recommended program which was originated in the field.

After the construction program is authorized by the Congress and funds are appropriated for implementation, a whole series of additional problems must be coped with among which are the following:

a) Authorization laws differ insofar as authority to vary construction estimates are concerned. For example, the Fiscal Year 1951 Authorization Bill[2] allowed a 5% increase in the cost of any project if compensated by corresponding savings from other projects. For Fiscal Year 1952 the Congress passed a lump sum authorization[3] with no limitations on individual projects. The Authorization for Fiscal Year 1954[4] and for subsequent years provided for a 5% increase for projects in the continental U. S. and a 10% increase in overseas projects by transfer from other projects. These various provisions have necessitated keeping special records for individual authorization programs, since the construction program at a given station

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[2]Public Law 564--81st Congress, approved 17 June 1950.

[3]Public Law 910--81st Congress, approved 6 January 1951.

[4]Public Law 209--83rd Congress, approved 7 August 1953.

may have been authorized by several Acts of Congress. This difficulty is further complicated by the fact that Congress sometimes includes substantive legislation in Appropriation Acts.[5]

b) The Congress imposes blanket cost limitations on certain items such as family housing, cold storage warehouses, barracks, and BOQs, which do not take into account cost differentials between geographical areas, or the fact that climatic and foundation conditions vary considerably and have a significant effect on costs.

c) A time-consuming apportionment process is currently prescribed by the office of the Secretary of Defense[6] which necessitates individual "line item" approval by the various Assistant Secretaries of Defense for different types of facilities prior to release of funds for construction. Although in a recent statement[7] the Assistant Secretary of Defense (Comptroller) indicated that the apportionment process will be simplified in Fiscal Year 1957, it appears doubtful that DOD will permit lump sum apportionment within the foreseeable future.

d) Often the scope of the work described in the program justification must be modified by the time construction begins. Frequently changes in requirements develop in the interim between the time when the project was

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[5]Public Law 207--83rd Congress, approved 7 August 1953, which was the Appropriation Act for FY 1954, added the following items which were not included in the Authorization Act (PL 209/83) for that fiscal year:

Naval Air Facilities; Cubi Pt. Aircraft Maintenance Facilities
$2,000,000 to be funded out of prior appropriations
Naval Air Station, Brunswick, Maine, Aircraft Maintenance Facilities
$2,000,000 to be funded out of prior appropriations.

The 5% continental and 10% overseas variance in estimates did not apply to these projects.

[6]Assistant Secretary of Defense (Comptroller) Memoranda dated 17 Feb 1954 and 20 Oct 1955 to Service Secretaries require that separate lists be submitted for medical facilities, community and recreational facilities, and commercial and industrial type facilities. The latter category is quite broad and constitutes a majority of the Navy requirements.

[7]Address by Mr. W. J. McNeil, Assistant Secretary of Defense (Comptroller) to the Bureau of Yards and Docks Field Activities Conference on 22 March 1956.

crystallized in the planning stage, and the time of preparation of construction drawings. In instances where significant changes in scope are necessary, a considerable period of time is required to obtain necessary clearances and approvals. In such instances over-specification of details in the justifications constitutes a serious hindrance to flexibility in implementing the construction program.

The complicated problems inherent in both the budgeting and execution phases of the Military Construction Program, have been the subject of thoughtful study by individuals and groups, both within and outside the Federal Government. In 1953 the Secretary of Defense initiated a comprehensive study of various financial aspects of the Department of Defense by a group of professional and industrial leaders which has become known as the Cooper Committee.[8] One of the subcommittees of this group was commissioned especially to review the Military Construction Program. Their report[9] contained a number of specific recommendations, the substance of which is as follows:

a) The Military Construction Program should be submitted in such a manner as to provide adequate information on planning, budgeting and implementation. It should show for each station a complete picture of the status of the program, i.e., what facilities are authorized, being constructed, and proposed for construction.

b) The installation or station should be the primary control point, with its master plan as the basis for authorizations and appropriations.

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[8]Advisory Committee on Fiscal Organization and Procedures, Office of the Secretary of Defense, Mr. Charles P. Cooper, Chairman.

[9]Construction Activities Working Group Report on Military Construction Program, April 1954.

c) Authorizations should be obtained for at least two or three years in advance. Such requirements which cannot be foreseen so far in advance should be incorporated into the program annually, when the entire program is reviewed in detail within the Executive Branch and by the Congress.

d) Accounting records should be maintained on an accrual basis, i.e., when liabilities are incurred.

e) Uniform terminology and classification should be employed throughout planning and programming, budgeting, accounting, and progress reporting.

f) Reporting techniques should be developed to serve all levels of management, employing cost accounting which reflects the value of goods and services used.

The report of the Construction Activities Working Group was approved by the Secretary of Defense in June 1954,[10] and the Assistant Secretary of Defense (Properties and Installations) has been made responsible for coordinating action to implement the recommendations.[11] Among the steps which have been taken to date pursuant to these recommendations are the following:

a) In March, 1955, the Assistant Secretary of Defense (Properties and Installations) established[12] Department of Defense Facility Classes and Construction Categories. This instruction prescribes classifications for all the real property of the three services, and establishes three digit

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[10] Secretary of Defense Memorandum: To Service Secretaries, and Assistant Secretaries of Defense (Comptroller) and (Properties and Installations), dated 25 June 1954.

[11] Ibid., dated 22 Sept. 1954.

[12] Department of Defense Instruction 4165.3. Department of Defense Facility Classes and Construction Categories, dated 11 March 1955.

d) Accomplishments should be measured for 15 years, ten or three years in advance. These requirements would create an incentive so that the schools would be incorporated into the program actually, when the faculty should be involved in events within the community School and in the training.

e) Consulting rosters should be maintained so as correct lists, lists, which institutions are involved.

f) Further consultants and classifications should be employed; management planning and programming, budgeting, accounting, and personnel supervisor.

g) Improved evaluation should be developed to serve all levels of management, supplying that accurately which reflects the value of given and services made.

The report of the consultation institutions existing today was written by the University of Indiana in June 1965,[12] and the statewide inventory of services (programs and institutions) has been made responsible for coordinating efforts to implement the recommendations.[13] Among the steps which have been taken to date pertinent to these recommendations are the following:

a) In June, 1965, the statewide inventory of Indiana (Governor's and Institutional) institutions[14] "Programs of Indiana Facility Planners and Institutions Consultants." This inventory provides classifications for all the mental programs in the state hospitals, and institutions. Some lists

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[12]University of Indiana Investigation. "A Review Inventory, and Statewide Inventory of Indiana (Institutional and Programs and Institutions Study), June 15 June 1965.

[13]Study, dated 15 June, 1965.

[14]Department of Indiana Investigation 1965.2. "Department of Indiana Facility Planners and Consultants Inventory, dated 15 June, 1965.

code numbers for each basic category. These Facility Classes and Construction Categories are applicable to "planning and programming, budgeting, accounting, record keeping, and reporting in the areas of construction, inventory, and maintenance (insofar as practicable) of real property."[13]

b) The Bureau of Yards and Docks has converted the Navy's inventory of real property to the DOD categories. A summary of the facilities at all Naval activities is published semiannually,[14] and a detailed inventory, listing each structure at every station, is in the process of preparation. This detailed inventory is prepared on IBM equipment from 800,000 individual cards, and employs two additional digits for further refinement of the DOD categories. It is scheduled for publication annually, in June, and will list all the existing facilities as of April of each year. Current planning envisions the incorporation of pre-printed data from the detailed inventory into the Master Plan of each activity, in lieu of the hand-prepared listings of buildings and structures now being used.

c) In the budget execution phase of the Fiscal Year 1956 Military Construction Program, the DOD categories, as well as certain of the other concepts enunciated by the Construction Activities Working Group, have been incorporated in two pilot installations in the SIXTH and the TWELFTH Naval Districts. In essence, the system being employed for projects in these Districts is as follows:

(1) By means of an assignment document, the authorized program for each station is transmitted to the District Public Works Officer. This document lists each line item which has been authorized in terms of the

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[13] Ibid.

[14] Bureau of Yards and Docks, Inventory of Military Real Property, DD-PGI(SA) 142(11011), January 1956.

[illegible] Mining for [illegible] Industry. These Facility Planners and Construction [illegible] and applications of Planning are principally Industrial, Secretarial, Medical Centers, and Industry in the areas of manufacturing, [illegible] and [illegible] (Centers as [illegible] of [illegible] [illegible]).[1]

b) The Bureau of Trade and Trade has [illegible] the Study's Analysis of real property [illegible]. A summary of the [illegible] is [illegible] available in published [illegible][2] [illegible] a [illegible] Industry, [illegible] [illegible] [illegible]

appropriate category which describes the basic facility, and also such other categories as will reflect additions to the station facilities inventory. Thus, other facilities which are required in support of a given line item, such as utilities, roads, walks, etc., are shown as component parts. Included on the assignment document are the dollar amounts authorized by Congress which indicate the over-all quality and scope of the work. Also shown as dollar figures are the limitations placed on the District Public Works officer; these indicate his authority to proceed with design and/or construction in furtherance of the program authorized by Congress.

(2) One allotment only is issued to the District Public Works Officer to finance all the construction in the District. This eliminates maintaining records on numerous individual "pots" of money, and permits greater flexibility in implementing the program.

(3) Financial reports on construction work in progress are prepared on an accrual basis, thus providing information on percentage of physical completion, as well as financial status.

(4) A definite procedure has been established for transferring completed facilities into the inventory of the activity. The basic facility is broken down into its component categories, and all costs, including those of supervision of construction and design, are recognized. Thus, the addition to the station inventory reflects accurately the net effect of the construction of new facilities.

These pilot installations have been very successful to date, and it is anticipated that the Military Construction Program will be handled in this manner in all Districts in the near future.

d) In order that the Military Construction Program for Fiscal Year 1958 may be submitted to the Congress in accordance with the DOD categories, The Bureau of Yards and Docks is having advance planning estimates for facilities in this program prepared in this manner.

CHAPTER II

OPPORTUNITIES FOR IMPROVEMENT

As has been indicated a number of fundamental questions concerning the budgeting and execution of the Military Construction Program are under consideration at various levels within the Department of Defense. In specific areas, changes in method have been initiated. It appears evident that numerous additional improvements and innovations can be made in the interest of simplifying the process whereby a requirement is translated into a facility in being.

At the very beginning of the cycle, an examination of the current practices indicates that a number of improvements are possible. Without attempting to discuss the Master Planning phase, the importance of which has been briefly alluded to previously, a number of features in the existing method for formulating the program appear to warrant further consideration:

a) Emphasis on Projects.--At the station level where planning requirements are translated into needs for facilities, emphasis is placed on individual projects rather than an integrated program for the station as a whole. The stations in effect evolve "shopping lists" composed of unrelated projects. In the various reviews, these are shuffled around individually and are assigned priorities in such a manner that the station as an entity becomes subordinate to the individual project.

b) Nomenclature.--A wide variety of terms is employed to denote the functional uses and types of facilities required. Currently the terminology employed depends upon the imagination or inclination of the originator of the project, or the echelon revising his original submission. For example, a water front project might be entitled: pier, wharf, dock, mole, ships berthing, or even water front rehabilitation. This complicates the review process, particularly when a wide variety of terms is used to denote similar facilities carried in inventory.

c) Inconsistency of Data.--At present much of the published information on existing plant and facilities is inconsistent. The following data extracted from various sources are illustrative:

	Inventory[1]	Master[2] Plan	Work[3] Measurement	Digest[4]
NAD, McAlester, Okla.				
Covered Storage	5,771,679SF	-	8,881,000SF	7,194,000SF
Open Storage	498,249SY	-		1,509,000SF
NAS, Pensacola, Fla.				
Land	17,022A	5,277A		5,246A
Railroads	8Mi.	605F	42,000F	
Roads	699,887SY	568,155SY		
Walks & Parking	317,382SY	394,429SY		
Total-Roads Walks & Parking	1,017,269SY	962,584SY	745,000SY	
Other Paved Areas				
Runways	4,170,055SY	267,655SY		
Taxiways	567,692SY	133,000SY		
Aprons	350,219SY	41,000SY		
Other Airfield Paving	98,342SY	373,983SY		
Total - Other Paved Areas	5,186,308SY	816,638SY	2,659,000SY	
Total-Paving	6,203,578	1,779,222SY	3,404,000SY	

[1] Bureau of Yards and Docks, Inventory of Military Real Property, DD-PGI(SA)142(11011) dated June 30, 1955.

[2] Master Shore Station Development Plans for each activity.

[3] "Work Measurement Evaluation for Public Works Type Functions," BuDocks 1681 (Rev. 7/53), Fourth Quarter FY 1955.

[4] Office of Naval Material. Digest of Naval Shore Activities. June 30, 1955.

That such differences exist is evidence that the practices which have been used in the past for accumulating and reporting information on real property are deserving of attention. Congressional Committees, as well as the Bureau of the Budget and the Office of the Secretary of Defense, frequently refer to the Inventory of Military Real Property in connection with their reviews of the Military Construction Program. When inconsistencies are discovered, confidence in the data presented is impaired.

d) Estimating.--The cost estimates (often preliminary) which are prepared at the station level play an important part in the reviews within the Navy by the Bureaus and the Shore Station Development Board. However, there has been no uniform basis established as to what specifically should be included in the estimates. The role of the estimated cost as an indication of the scope and quality of the facility in question, is sometimes subordinated to its use to indicate the amount of funding required. Thus, in many cases, estimates do not reflect the value of government furnished materials, since no additional funds are required for this part of the work. Similarly, the need for utilities and other supporting facilities in connection with a requirement for a building is not always related to the estimated cost of the basic structure. This results in separate projects for utilities and services which, if deleted in the review process, would render the primary facilities inoperable if built.

e) Existing Instructions.--The current instructions governing the preparation and submission of projects for inclusion in the Military Construction Program are somewhat confusing. Both the Assistant Secretary of the Navy (Material) and the Chief of Naval Operations have issued instruc-

tions[5] concerning the preparation of justifications by individual stations. In addition, the Assistant Secretary of the Navy (Material) has issued further instructions,[6] directed primarily at review levels within the Navy Department, which pertain to the evaluation of the Military Construction program from data submitted from the field. These instructions, while similar in content, differ as to the details for the preparation of individual project justifications.

f) Collateral Equipment.--This term is rather loosely used to denote accessory equipment of a specialized nature which is required in order that a facility be fully operable. In his instruction to Bureaus and Offices of the Navy Department, the Assistant Secretary of the Navy (Material) has limited it to equipment "having an estimated cost in excess of $25,000, which, after erection or installation cannot be removed without substantial loss of value or damage thereto, or to the site of erection or installation."[7] However the fact that numerous collateral items estimated to cost less than $25,000 appear in the justifications for the Fiscal Year 1957 Military Construction program, indicates that this term has been interpreted somewhat more broadly. In order that programs originated at the station level may be presented on a uniform basis, it would appear that more specific criteria should be established.

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[5]SecNav Instruction 11010.2, "Annual Public Works Programs; preparation, justifications and submission of," dated 22 October 1954, and OpNav Instruction 11010.2A, "Shore Station Development Programs, Instructions regarding preparation and submission," dated 19 October 1954.

[6]SecNav Instruction 11010.3, "Annual Public Works Programs; planning, coordination, and development of," dated 22 October 1954.

[7]Ibid.

[illegible][2] concerning the propriety of [illegible] by individual [illegible]. In addition, the [illegible] theorists of the [illegible] [illegible] further [illegible],[3] [illegible] [illegible] [illegible

Although the Office of the Secretary of Defense has directed[8] that the DOD categories be employed in presenting the Military Construction Program for Fiscal Year 1958, the data submitted by individual naval activities is not on this basis. A time consuming conversion process will be necessary within the Navy Department. To avoid this in the future, all stations should be instructed to use the DOD categories for their programs for Fiscal Year 1959, and subsequently.

The use of the DOD categories throughout the planning, budgeting, and construction stages presents opportunities for improvements in the management of real property. The categories emphasize the relationship between existing facilities and additional needs--the comparison of inventories with planned additions. They constitute in effect a common denominator, equally applicable to planning, execution, and reporting or accountability. In this connection, should the pilot procedures now being employed in the SIXTH and TWELFTH Naval Districts be applied Navy-wide, progress reports, reflecting work in progress, would be expressed universally in terms of the categories. Such reports would be of optimum value to the activities concerned if their Shore Station Development Programs were similarly expressed in terms of the categories.

The results obtained to date from conversion of the Inventory of Real Property to the categories, and processing by IBM tabulating equipment, foreshadow a wide range of further applications. By the use of electronic data processing equipment, to which the categories appear to be well adapted, a great deal of arduous labor can be eliminated. This should leave more time to searching appraisal of program objectives.

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[8] Assistant Secretary of Defense (Properties and Installations), Memorandum to Service Secretaries, dated 15 Nov. 1955.

Similarly, program analysis would be facilitated, since electronic equipment could perform many operations, such as sorting by types, locations, or functions, which cannot now be performed because of manpower limitations.

CHAPTER III

RECOMMENDATIONS

In order to improve the current method for formulating the Military Construction Program it is considered necessary to modify the basic instructions which now govern the preparation of the annual submission from individual stations. To this end two proposed instructions have been prepared and are attached as Appendixes A and B. Appendix A is a recommended instruction from the Secretary of the Navy to all activities of the Naval Shore Establishment, and is essentially a statement of Navy policy concerning the Military Construction Program. Appendix B is a proposed instruction from the Chief of Naval Operations, which prescribes in some detail the procedures for preparation and submission of the source data for the Military Construction Program, the Annual Shore Station Development Program. It is proposed that these two new instructions take the place of SecNav Instruction 11010.2 and 11010.3, both dated 22 October 1954, and OPNAV Instruction 11010.2A dated 19 October 1954.

Essentially the Military Construction Program emanates at the departmental level based, to be sure, upon information submitted from field activities. It appears appropriate, therefore, to consider the formulation process in two stages. The first is the evolution and submission of the individual station program; the second is the review of all station programs and the determination of the over-all Navy program. In keeping with this view, a definite distinction has been made in the two

CHAPTER III

METHODOLOGY

In order to improve the original method for constructing the Sullivan Cantilever Frames, it is considered necessary to modify the basic Sullivan theory with the proper use of the principles of the general philosophies from mechanical analysis. It is hoped that the proposed improvements have been prepared and are included as Appendices A and B. Appendix A is a recommended laboratory from the discovery of the deep to all activities of the Naval Force Construction, and is accomplish a reduction of they using accounting the military Construction Program. Appendix B is a proposed laboratory from the chief of Naval Operations, which provides in more detail the procedure for preparation and submission of the power data for the military Construction Program, the Naval Shore Facility Development Program. It is proposed that study be made by the laboratories that the plan of Shore Development (DPS) and CONOPS, have been of joyster use, and their laboratories lists,is been ly common use.

Necessarily the Military Construction Program consists of the international level level, is in new, open laboratories existing the data available. It appears appropriate, therefore, to consider the Construction process in two stages. The first is the preparation and submission of the individual shore projects the second is the review of all shore projects and the prioritization of the proposed Shore projects. In keeping with this theory a detailed questionnaire has been sent to the Ser

proposed instructions between the Annual Shore Station Development Programs to be submitted by Commanding Officers of individual stations, and the Military Construction Program which is prepared in the Navy Department for submission via the various review levels to the Congress. Much of the information required for evaluation of station programs within the Navy may not be of significance to the Congress. For this reason, these instructions contemplate that the Annual Shore Station Development Programs will be used as background or source documents, from which the data required for presentation to Congress can be developed.

The basic features which have been incorporated in these two proposed instructions are summarized as follows:

(a) In keeping with the Cooper Committee concept, emphasis has been placed on the station program, rather than on individual projects. To stress this feature, the word project has been eliminated. Whenever it has been necessary to discuss individual components of a station's programs, the terms facility or line item have been used. Similarly, command identification numbers assigned to individual projects have been omitted. Additionally, the project categories as defined in SecNav Instruction 11010.3[1] have been deleted, as it is felt that they tend to shift the emphasis from the station program. As an exception to this general rule, however, the necessity, under special circumstances, for programs for construction at various locations has been recognized and provided for.

(b) The distinction between authorizations and appropriations by Congress has been emphasized, as has the role of the authorization as the basic control over the scope of the Military Construction Program.

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[1]SecNav Instruction 11010.3, op. cit., pp. 5-7.

(c) The DOD categories have been incorporated throughout the process, with emphasis on the importance of relating requirements to inventories. Also stressed is the use of the categories to break down estimates into components which indicate the extent to which supporting facilities are required in connection with a new basic facility.

(d) A uniform basis for preparing cost estimates has been outlined, involving the use of lump-sum estimates for construction contracts. Also, in the interest of full disclosure to the Congress, as well as to insure that estimates can be used more meaningfully to reflect the scope and quality of the proposed work, the cost of any government labor or material has been included in the estimates. Admittedly this will be difficult for certain overseas construction programs, particularly when construction by Seabees is involved. However, most of such programs originate within the Navy Department, and, because of their unusual nature, it is felt that they can be handled on an exception basis.

(e) In order to provide more time for review of station programs in the Navy Department, the procedure for submission has been altered to permit concurrent review by Commandants and Sponsors.

(f) The definition of collateral equipment has been modified in such a manner as to specifically exclude minor items of personal property such as furniture and portable equipment. It is felt that collateral equipment should normally constitute an integral part of the building or structure, and that it should be limited to items which constitute Class II plant account.

(g) No provision has been made for special requests for facilities by Commanding Officers between submissions of their Annual Shore Station Development Programs. It is felt that a provision of this sort detracts from the emphasis on sound planning. Such items, if sufficiently important,

will inevitably be handled as special cases by the cognizant Bureaus.

One of the most important recommendations of the Cooper Committee's Construction Activities Working Group was that authorization be obtained from Congress for a three year construction program for the individual station. More specifically the report recommended:

> The Military Public Works Construction Program should be considered as a "moving program" by bringing forward all uncompleted authorizations as well as the construction work in process, and by adding to the same program the proposed work. The establishment of separate programs by public laws authorizing the programs and appropriating the funds should be discontinued.[2]

The desirability of such a change in concept appears obvious; it would provide a great deal of badly needed flexibility. The current difficulties resulting from each authorization act being separate and distinct would largely be eliminated. It would appear that, before such an innovation can be proposed to Congress, increased emphasis should be placed on individual programs. Accordingly, the recommendations contained herein stress the view of the Cooper Committee that "The control points for the Military Public Works Program should be the stations."[3] If this can be done successfully, it is felt that the ultimate evolution of a three year authorization for each station can be established as a goal. However, in the proposed instructions, the URGENT items only in each station's program have been included in the Military Construction Program. It is not considered desirable at this time to present long-range requirements to the Congress in other than summary form, i.e., dollar estimates of future authorizations required. The few master plans which have been approved to date would indicate that numerous modifications to long-range plans would be necessary.

Inasmuch as the format for submission of data from the field should be uniform, suggested forms for this purpose have been included as enclosures

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[2]Military Construction Program, op. cit., p. 6.

[3]Ibid., p. 7.

to Appendix B. In developing them an effort was made to incorporate as much as possible of the information which would be of value to reviewing authorities within the Navy Department. No attempt has been made to design a form which would serve as well for submission to DOD or to Congress. Pursuant to recent instructions from the Assistant Secretary of Defense (Properties and Installations) concerning the submission of the Military Construction Program for fiscal year 1958,[4] the format to be used next year is currently under discussion within the Navy Department. From points brought forth in a recent conference on this subject,[5] it appears probable that the forms now prescribed by DOD will be modified for subsequent programs. For this reason it was considered preferable not to use the current DOD format for obtaining the basic data from the stations.

Since the mechanics of presentation is considered to be of secondary importance, it is felt that any form which provides the information required would be satisfactory. Undoubtedly the forms suggested herein can be improved upon, particularly as regards data concerning missions and work load. A detailed examination of the review and evaluation processes within the Navy Department is beyond the scope of this study, and consequently it is possible that certain points of interest may have been overlooked. However, reference to specific forms in such an instruction provides a convenient means of indicating the type of information which is required. For this reason, they have been used in conjunction with the detailed instructions contained in Enclosure (2) to Appendix A for

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[4]AstSecDef (Properties and Installations) Memorandum, 15 Nov. 1955, op. cit.

[5]Conference between representatives of the Assistant Secretary of the Navy (Material) Chief of Naval Operations, and Bureau of Yards and Docks on 4 April 1956.

illustrative purposes. Obviously modifications to the written instructions will be necessary if some other format is considered to be more appropriate.

The instructions recommended herein pertain primarily to the submission of station programs. No attempt has been made to prescribe detailed procedures for the development, within the Navy Department, of the Military Construction Program.

Since many of the points covered by existing instructions are not affected by the changes which have been proposed, an attempt has been made to incorporate into Appendixes A and B those which are pertinent to the formulation of programs in the field. In some instances identical language has been used, and in others the provisions of the existing instructions have been combined and condensed. Since the proposed instruction from the Secretary of the Navy is limited essentially to policy, the detailed procedural content of the two existing instructions has been covered either in the proposed OPNAV Instruction or in its enclosures.

It will be noted that a number of the provisions of SecNav Instruction 11010.3 have been omitted from Appendixes A and B. Since much of this instruction relates to the exercise of broad controls over the Military Construction Program by the Assistant Secretary of the Navy (Material), only those portions which are considered to be of primary interest at the station level have been included. This will necessarily require the issuance of supplementary instructions to cover the areas which have been excluded from the two proposed herein.

In connection with the use of the DOD Categories, it is felt that further attention should be devoted to terminology. Although the Categories constitute a uniform method of classification, the individual titles assigned are not entirely descriptive when taken out of context. For

example, the title for Code 149, "Operational Facilities other than Buildings,"[6] would not impart much information about what specific type of facility was required. Nor would Code 223, "Production-Ships, Spares,"[7] tell a reviewer which of the many kinds of shipbuilding items was involved; it would be necessary to find this information elsewhere.

To insure that the titles assigned to individual line items in station programs are sufficiently descriptive, standard terminology should be developed to describe the various types of facilities which are covered by each of the basic categories. Some action toward this objective has already been taken by the Bureau of Yards and Docks.[8] In refining the categories for use in connection with the Inventory of Military Real Property, two additional digits were employed and additional titles assigned to various types of facilities within a given basic category. Thus, Code 223 has been broken down into 223-01 Buildings, 223-02 Ground Ways, 223-03 Launching Ways, 223-04 Ship Building Ways, and 223-06 Other Facilities. Although additional information is provided by this breakdown, it would still be necessary to place many facilities under 223-06 which has no descriptive title.

The enclosure to Appendix A permits the use of the descriptive titles evolved by the Bureau of Yards and Docks whenever appropriate. In instances when none of these would indicate with sufficient clarity the type of facility involved, it will be necessary for stations to develop short titles of their own. In both cases, however, the appropriate DOD category code number must be indicated.

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[6] DOD Instruction 4165.3, op. cit.

[7] Ibid.

[8] Bureau of Yards and Docks, Instructions and Data Required for the Preparation of Property Record Cards for Physical Inventory of Military Real Property. 1 July, 1950.

Ultimately, it is felt that short titles which depict the end use or function of a wide variety of facilities should be adopted uniformly by the three services. This would facilitate the review processes within the Executive Branch, as well as examination by Congressional Committees. A current publication of the Air Force, AFM 93-2[9] contains a very detailed breakdown of the DOD Categories, and this could well be expanded to cover additional facilities peculiar to the Army and the Navy.

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[9] U. S. Department of the Air Force. Real Property Standard Codes and Nomenclature. AFM 93-2, 1 Feb. 1956.

Finally, it is this: that every living being [illegible] function of a fixed number of [illegible] should be adjusted [illegible] these methods. This would [illegible] [illegible] [illegible]

CHAPTER IV

SUMMARY

This report has indicated briefly some of the problems which are encountered in the process of formulating and executing the Navy's program for augmenting the Shore Establishment to provide more effective support for the operating forces. Reference has been made to certain of the recommendations made by the Cooper Committee for improving the budgetary process, with emphasis on the steps which have been taken toward implementation. An important one of these developments was the establishment of the DOD Facility Classes and Construction Categories, and their application to inventories of real property as well as to the Military Construction Program. The second major development has been the evolution, on a "pilot shop" basis, of a more effective method for administering the construction program. The efforts which have been made to date to improve both aspects of the budget-process, the formulation stage as well as that of execution, are indicative of progress toward the evolution of a more effective program.

Of the many areas which are deserving of further attention, the point of origin of the Military Construction Program has been singled out for study in this report. It is at the individual station level that the requirements for a majority of the additional facilities which constitute the program are originated. It is also here that the actual construction takes place.

Analysis of the current procedures for the submission from stations of projects for new construction, indicates that changes should be made to

keep pace with developments in other aspects of the budgetary process. To this end the current instructions which govern the submission of projects have been reviewed in detail, and suggested revisions proposed. These new instructions are attached as Appendixes A and B to this report. Among the changes recommended in these instructions are:

a) The program for the development of each station is given primary emphasis.

b) The role of the authorization as the primary control over programs by the Congress is stressed, as is the use of the cost estimate as a limit on the quality of the physical scope.

c) The DOD Categories have been incorporated throughout.

These instructions pertain only to procedures for the submission of station development programs. The process of converting the data submitted from the field into the Military Construction Program is beyond the scope of this study.

Implementation of the changes proposed herein will facilitate the evolution of further improvements in the budgetary process. Of these, perhaps the most significant is the Cooper Committee concept of long-range authorization by the Congress, in lieu of the current practice whereby each Authorization Act constitutes a separate package. Additionally, the universal use of the DOD Categories opens the way for greater application of electronic data processing techniques throughout the budgetary formulation and execution stages.

APPENDIX A

PROPOSED INSTRUCTION FROM THE SECRETARY OF THE NAVY ON

THE FORMULATION OF THE MILITARY CONSTRUCTION PROGRAM

From: Secretary of the Navy
To: Distribution List

Subj: Military Construction Program; formulation of

Ref: (a) SecNav Instruction 11010.2 dated 22 October 1954

(b) SecNav Instruction 11010.3 dated 22 October 1954

(c) DOD Instruction 4165.3 dated 11 March 1955

(d) BuDocks Instruction 11010.15 dated 8 December 1955

(e) OpNav Instruction 11010.1A dated 3 February 1955

1. Purpose. The purpose of this Instruction is to set forth the policy of the Department of the Navy governing the formulation of the Military Construction Program.

2. Cancellation. References (a) and (b) are hereby canceled and superseded.

3. Background.

a) A basic factor which must be appreciated in considering the Military Construction Program is that two separate and distinct legislative processes are involved. The first step is Authorization by the Congress. At this stage, the Congress, considering the broad aspects of National Defense, grants approval for such additional facilities as are required to enable the Navy to perform its mission. In the second phase, the Appropriation Act, the Congress is more concerned with the problem of the extent to which the

[illegible]

Nation's economy can and should support the authorized Military Construction Program.

b) Prior to authorizing the construction of additional station facilities needed by the Naval Shore Establishment for the support of the Operating Forces, the Congress must consider the validity of the requirement, and the scope of the facilities proposed. At this stage, the estimated cost of the buildings or structures is primarily of value as a convenient quality limitation on the physical scope of the recommended program. Recognizing that differences between estimates and actual construction costs are inevitable, the Congress in recent authorization legislation has provided for a certain amount of flexibility in the prices for items included in individual Acts. However, each Authorization Act represents a specific action by the Congress, and there is no price flexibility between items at the same stations which may have been authorized by seperate laws.

c) While each Authorization law is an entity in itself, the Appropriation Act is more in the nature of a deposit to a bank account. In effect, each year through the appropriation process, the Congress provides additional dollars which are available to pay for authorized construction. At the same time, however, a searching review is made by the Appropriations Committees and by the Congress, of the Navy's past progress, and future plans for implementing the authorized program. In this program review process, it is not unusual for certain items to be singled out for specific attention one way or another, and the Navy must be responsive to the intent of Congress as reflected in the records of hearings, committee reports, and the language of the Appropriation Act.

d) Pursuant to the establishment of the Office of the Secretary of Defense, the Military Construction Programs of the three services have been

consolidated. This has disclosed inconsistencies in terminology and method of presentation which have prompted the Office of the Secretary of Defense to take action to effect greater coordination between the programs of the Army, Navy, and Air Force. One step in this direction has been the establishment, by reference (c), of uniform facility classes and construction categories to be used by all the Military Departments. Reference (d) disseminated these categories, together with the numerical three digit code numbers, throughout the Naval Shore Establishment.

4. Scope. The following types of capital items, which are planned to satisfy particular needs of shore activities of the Navy, are included in the Military Construction Program:

a. Land and interests in land (such as rights of way and easements), other than leaseholds.

b. Buildings, structures, and other improvements to land having an estimated cost in excess of $25,000.

c. New family quarters regardless of cost.

d. Collateral equipment and fixtures having an estimated cost in excess of $25,000, which, after erection or installation, cannot be removed without substantial loss of value or damage thereto, or to the site of erection or installation. Such equipment requires special procurement; items carried in stock will not normally be considered as collateral, nor will furniture or portable items of personal property (Class 3).

The Military Construction Program does not include land or facilities needed in connection with the support of Naval Reserve Forces, since such requirements are authorized and funded by separate legislation.

5. Policy. The objective of the Department of the Navy is to present its Military Construction Program in such a manner as to portray the facilities required at each installation or station, related in concrete terms to missions and work loads. To achieve this objective, the following policies are established:

a. The Navy's over-all program is composed primarily of development programs for individual stations or installations. A Master Plan for each station, related to its peacetime and mobilization mission, is the basis for its development program. Emphasis will be placed on the relative needs of stations for augmentation or replacement of facilities rather than on individual construction projects.

b. The program for an installation or station will consist of one or more line items of construction. Each line item will consist of a usable facility which can be identified as to its purpose with one of the basic categories established by reference (c). These categories will also be used to indicate the components of each line item which reflect the extent to which other features, such as roads, utilities, and other supporting facilities, must be provided in order that the item be fully operable.

c. The authorized physical scope of the basic category which defines the primary purpose of the line item will be the legal control. The scope of the supporting or secondary categories may be varied as necessary to accomplish the purpose of the line item.

d. Cost estimates will be based upon lump-sum competitive bid construction contracts, regardless of whether or not it is planned to accomplish the work in this manner, or whether government-furnished labor, material, or equipment will be employed in construction. This will insure that the estimates, as well as the subsequent accounting and reporting, reflect the true investment of the government in military real property. Estimates will

5. Salvage. The property of the Commission of Indian Affairs is to provide the salvage coordinator. Salvage is such a manner as to insure the facilities required at each installation or activity, priority to minimize loss to children and non-Indian. In salvage this activity, the following priorities are established:

a. The Army's economic program is designed primarily of institutions, providing the individual workings or beneficiaries. A common plan for such training relates to the production and rehabilitation standards, in the hands the institutional economy. Supplies will be placed on the salvage needs or requiring the cooperation or requirement of facilities which also as institutional economic programs.

b. The program for an investigation or studies will consist of one or more line items of expenditure. Each line item will consist of a basic activity which can be identified in the use program with one or the basic categories established by paragraph 1a). Those subcategories will also be used to identify the beneficiaries of each line item which may consist of adult, child, Indian, non-Indian, male or female, institutional, and other supervisory facilities, and be provided in order that the item be fully operative.

6. The administrative control center of the basic category which is the primary program at the end line will be the basic unit. The price of the accounting or economic activities may be needed as necessary to accomplish the purpose of the line item.

7. Each subcamp will be based upon long-term objectives the economic line activities. Operations of subcamp in any is to be planned to accomplish the work in other camps, or another production-consumption factor, individual or individuals will be assigned to responsibility. This will insure that the activities, or part of the activities of the subcamp and supervisor, the item activities of the program to individual real property. Subcamps will

include an appropriate allowance for design and administrative cost, as well as contingencies. For each line item the estimate will be broken down by basic categories.

e. The estimated cost of a line item may be considered to be a limitation on quality, rather than the physical scope which is described in physical terms. Just as an individual's financial resources might limit the quality of the new automobile he could purchase to the $2000-or-less class, so the dollar limits on authorizations imposed by the Congress restrict the quality which may be incorporated into the construction of new facilities.

f. Station programs will be justified in clear and concise terms which will demonstrate why the facilities are needed. Justifications will include data on existing facilities (including those of other services if applicable), and will demonstrate why they cannot be utilized to meet the requirements.

g. In the formulation of station programs, due regard will be given to facilities required to improve the efficiency and economy of operation, and to replace high cost or obsolete facilities. Particular attention will be given to "self liquidating" facilities which can be estimated realistically to result in savings which will amortize their cost in ten years or less.

h. Special programs originated at the Departmental level involving construction at various locations will be employed only when the exigencies of the situation clearly preclude their being incorporated into individual station programs.

Indeed, an adequate solution for media and entertainment does, in well as constituents. The book then that the solution will be found due to local adaptation.

4. The extension unit of a local film may be considered to be a function of quality, rather than the physical space which is occupied by physical boxes. Just as in Industry's financial resources might limit the quality of the are necessary to provide pressure to the industrial-type plans in the future India as economically dynamic by the industrial activity which may be independent from the construction of the institutions.

5. Training programs will be provided in order that creative talent which necessarily why the facilities are needed. Institutions will include in existing facilities (colleges, lines of other members of existing society and will strengthen the ties should be utilized to make the experiences.

6. In the consideration of distant production, the model will be given to facilitate members to improve the efficiency and income of producers, and to expand their own to decrease production. Particular attention will be given to "self identification" institutions which may be particular relationship to which to develop which will encourage them to the place or land.

7. Popular programs relevant to the requirements that institutions as national institutions will be employed only when the objectives of the existing already provided their being incorporated into existing programs.

6. To implement the policies enunciated herein, responsibilities are delineated as follows:

a. Commanding Officers

(1) Each Commanding Officer of a naval activity is responsible for the preparation of a Master Shore Station Development Plan for his station as prescribed by reference (a). Each year, in accordance with detailed instructions from the Chief of Naval Operations, he shall submit an Annual Shore Station Development Program derived from his Master Plan. This program will reflect the facilities required to be funded in each of the three succeeding budget years, as well as such long range requirements as must, in his opinion, be funded prior to mobilization.

(2) Commanding Officers are expected to keep their programs under continuous review, and must insure that an appropriate balance is maintained among facilities which will:

a. Contribute to safety of life and property

b. Promote human efficiency

c. Protect the government's investment in the current or mobilization potential of their activities.

(3) Commanding Officers are responsible for preparing comprehensive justifications for facilities proposed for inclusion in the Military Construction Program. They must insure that the need for each is conclusively demonstrated.

b. Sponsors

(1) Management bureaus and other sponsors shall review station development programs submitted by activities under their management control, and submit to the Chief of Naval Operations station programs recommended for inclusion in the Military Construction Program. Due consideration will be given to:

c. To improve the planning conditions further, regrettably one may definitely do [illegible]

a. [illegible]

(1) [illegible] of a [illegible] to remember the [illegible] of a [illegible] [illegible] [illegible]

a. Deficiencies in ability to meet missions, workload and base loading.

b. Appropriate instructions containing guidelines, limitations, and other criteria relative to specific types of facilities (such as family housing, welfare and recreation facilities, medical facilities, etc.).

c. The systematic replacement of high cost or obsolete facilities.

d. The relative priority of the needs of individual stations.

(2) Each sponsor is expected to provide the activities under his management control with timely and detailed guidance concerning programs being undertaken which will necessitate the construction of additional facilities. On 1 June of each year sponsors will advise their field activities of programs which may require facility support in the forthcoming four (4) fiscal years. Two copies of each sponsor's annual program guidance for the ensuing four (4) fiscal years, and two copies of whatever interim guidance has been provided to field activities, will be provided to this office and to the Chief of Naval Operations.

(3) Upon approval by the Chief of Naval Operations of station programs for advance planning, sponsors will provide to the Bureau of Yards and Docks sufficient data, as to the scope of the facilities required, to permit the prompt negotiation of contracts for advance planning by private architectural and engineering firms.

c. The Chief of Naval Operations will:

(1) Issue implementing instructions concerning the format, time schedule, and channels through which station programs will be submitted.

(2) After review of programs submitted by sponsors, advise the Chief of the Bureau of Yards and Docks as to the facilities at each station which are approved for advance planning.

[illegible] in ability to meet deadlines, [illegible] [illegible] [illegible].

b. [illegible] information [illegible] [illegible], [illegible], and value [illegible] [illegible] by [illegible] [illegible] of facilities (such as [illegible] [illegible], [illegible] and [illegible] [illegible], [illegible] [illegible]).

c. The [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible].

d. The [illegible] [illegible] of the [illegible] of [illegible] [illegible]:

(1) [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(3) Recommend to this office annually the Military Construction Program including:

(i) That portion of the development program of each station for which an URGENT need exists.

(ii) Complete justification for all facilities proposed for authorization or funding, together with estimates of cost.

(iii) Summary information on station facilities planned for authorization in the future.

d. The Bureau of Yards and Docks will:

(1) Make advance planning studies for facilities as authorized by the Chief of Naval Operations and furnish sponsors with realistic estimates of cost, summarized in accordance with the categories prescribed by reference (e). Such advance planning studies will demonstrate clearly that the facilities are feasible from a technical viewpoint, and that the proposed construction constitutes the most economical means of fully satisfying the requirement. Where appropriate, advance planning should include site selection studies, feasibility studies, preliminary plans, and outline specifications.

(2) Notify the sponsor whenever incremental funding will result in significant increase in the construction cost.

(3) Insure that the estimated usable life of any proposed structure is consistent with the duration of the requirement.

(4) Recommend to the sponsor the amounts for each station which can be reasonably expected to be placed under contract during the fiscal year for which the program is submitted.

(5) Report to this office, and to the Chief of Naval Operations, whenever information from sponsors covering the scope of the facilities

(b) Intended to take active measures to facilitate [illegible]

Medical education.

(c) Full practice of the [illegible] profession at least [illegible]

has been in [illegible] and [illegible].

(iv) Medical Qualifications for all Dentists [illegible]

[illegible] or [illegible] [illegible] [illegible] [illegible].

(iii) [illegible] information in [illegible] Medical [illegible]

[illegible] in the [illegible].

d. The Power of Entry and Trade [illegible]

(i) [illegible] [illegible] [illegible] for [illegible] [illegible] [illegible]

the [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] (b) [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(ii) [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(i) [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(ii) [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(iv) [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

(v) [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

[illegible] [illegible] [illegible] [illegible] [illegible] [illegible]

required is insufficient in clarity, or detail, to permit prompt completion of advance plans.

(6) Insure that the facilities proposed for inclusion in the Military Construction Program are in consonance with the technical features of the station master plans.

APPENDIX B

PROPOSED INSTRUCTION FROM THE CHIEF OF NAVAL OPERATIONS
ON THE PREPARATION AND SUBMISSION OF ANNUAL SHORE
STATION DEVELOPMENT PROGRAMS

From: Chief of Naval Operations
To: Distribution List

Subj: Annual Shore Station Development Program, instructions for preparation and submission of

Ref: (a) SecNav Instruction 11010.__ (Proposed)
(b) OPNAV Instruction 11010.5 of 27 October 1953
(c) OPNAV Instruction 11010.1A of 3 February 1955
(d) BuDocks Instruction 11011.15 of 8 Dec 1955

Encl: (1) DOD Instruction 4165.3 of 11 March 1955
(2) Instructions for preparation and submission of Shore Station Development Programs
(3) Shore Station Development Program: Part A. Facilities Summary
(4) Shore Station Development Program: Part B. Justification for Urgent Facilities
(5) Shore Station Development Program: Part C. Estimate of Cost for Urgent Facilities

1. Purpose. The purpose of this instruction is to outline the format and procedure for annual submission of the subject program in accordance with the policy prescribed by reference (a).

2. Cancellation. This instruction supersedes and cancels OPNAV Instruction 11010.2A, Serial 3048P44 of 19 October 1954.

3. Definitions

a. Chief of Naval Operations Shore Station Development Board. The Board established by enclosure (1) of reference (b), hereinafter referred to as CNO SSDB.

b. Sponsors. The Commandant, Marine Corps, and the Chiefs of the Bureaus and Offices listed in subparagraph d. below, who are responsible for presenting and justifying Public Works projects to the CNO SSDB.

c. Associate Members of CNO SSDB. Enclosure (1) of reference (b) provides that there will be one Associate Member of the CNO SSDB and an alternate from each Sponsor. Associate Members will represent the Sponsors in presenting their comments, recommendations, and detailed project justifications to the CNO SSDB. Associate Members are charged with the responsibility of securing, and having available at meetings of the CNO SSDB, such technical assistants, Bureau of Yards and Docks personnel, and representatives of Bureaus and Offices, other than the Sponsor, as are necessary to present and justify adequately projects for which they are Sponsors. Sponsors will designate in writing the names of the Associate Members of the CNO SSDB and their alternates.

d. Program Classes. There are thirteen classes of shore activities of the Department of the Navy, each of which is under the cognizance of a Sponsor as listed below. Sponsorship responsibility corresponds to management control responsibility as assigned in the Catalog of Naval Shore Activities. Where management control is not designated (Example: Commander-in-Chief, Pacific Fleet, Headquarters; Fleet Activities, Yokosuka, Japan), programs for activities will be sponsored in accordance with predetermined or anticipated financial support responsibility.

3. Definitions

a. Point of Total Operations Plans Having Investment Input. The Point referred to in subparas (1) of reference (b), hereinafter referred to as the OOP.

b. Sponsor. The Commander, Naval Supply and the Chief of the Bureau and Offices listed in enclosure 4, hereby are responsible for preparing and justifying their own projects in the OOP.

c. Identifiable Income of OOP. Subparas (1) of reference (b) provide that there will be an annually fixed of the OOP and to allow this fund such flexibility. Annually sponsor will determine the financial presenting their business, commodities, and obtaining prepaid payments in the OOP. Identifiable income are divided into the requisite of obtaining, but having available to meeting of the OOP, and technical requirements. Income of Work and Trade Personnel, and reimbursable to Bureau and offices, which then the financial as an accounting to present and justify management projects for which that are financed. Sponsor will identify to obtain the cost of the Identifiable Income of the OOP from and trade allowances.

d. Income Change. There are different change of these activities of the Department of the Navy, such as: make to under the objectives of a Sponsor in Naval Units. Immediate suspension/delay necessary to change such project responsibility as required to the Chief of Naval Operations. Other changes subject to the Chief of Naval Operations. Immediate, Critical, Critical Functions Plans Activities, Balance, Total, Projects for activities will be required to accomplish such projects or additional financial support requirements.

Program Class	Sponsor	Program Class	Sponsor
1	BUSHIPS	7	BUPERS
2	DCNO-LOGISTICS (OP-04)	8	BUMED
3	BUAER	9	NAVAL COMMUNICATIONS (OP-30)
4	BUSANDA	10	OFFICE OF NAVAL RESEARCH
5	MARCORPS	11	BUDOCKS
6	BUORD	12	NAVAL OBSERVATORY (OP-26)
		13	HYDROGRAPHIC OFFICE (OP-25)

e. Commandants. As used herein the term refers to the Commandant, Marine Corps, Area Commanders, Commandants of Naval Districts, and River Commands, and the Chief of Naval Air Training.

f. Command. As used herein, in such connections as "command priority," "command program," or "command number," the term refers to the shore activities as a whole under the cognizance of a Commandant.

g. Command Shore Station Development Boards. The Boards, hereinafter referred to as Command SSDB, established by the Commandants to review and coordinate, on the basis of command and station plans and programs, the technical, military and other requirements for the development programs of activities within their commands. The term refers only to the final or highest level public works reviewing board under each command.

h. Military Construction Program. The program submitted annually by the Secretary of the Navy for authorization and appropriation by Congress for land and facilities required throughout the Naval Shore Establishment. Included from this program are land and facilities required in support of the Naval Reserve Program.

i. Master Plan. This is the Master Shore Station Development Plan for an individual naval activity, as delineated in reference (c).

j. Facilities. This term includes lands, buildings, and structures as classified by Enclosure (1), and discussed in reference (d). The terms

Theorem Class	Number	Proofs Class	Number
1	[illegible]	1	[illegible]
2	[illegible] (Lyons)	2	[illegible]
3	[illegible]	3	[illegible]
4	[illegible]	4	[illegible]
5	[illegible]	5	[illegible]
6	[illegible]	6	[illegible]
7	[illegible]	7	[illegible]

a. [illegible]. In most cases the [illegible] refers to the [illegible], [illegible] [illegible], [illegible] [illegible], [illegible] or [illegible] [illegible], and [illegible] [illegible], and the [illegible] of [illegible] the [illegible].

b. [illegible]. In some [illegible], it was [illegible] as "[illegible] [illegible]," "[illegible] [illegible]," or [illegible] [illegible]." The [illegible] [illegible] in the [illegible] [illegible] as a [illegible] [illegible] the [illegible] of a [illegible].

c. [illegible] [illegible]. The [illegible] [illegible] [illegible] to be [illegible] [illegible], [illegible] [illegible] by the [illegible] to [illegible] [illegible] [illegible], in the [illegible] of [illegible] and [illegible] [illegible] the [illegible], the [illegible], [illegible] and [illegible] [illegible] for the [illegible] [illegible] of [illegible] [illegible]. The [illegible] [illegible] any [illegible] the [illegible] or [illegible] [illegible], [illegible] [illegible] [illegible] [illegible].

d. [illegible] [illegible]. The [illegible] [illegible] [illegible] the [illegible] of the [illegible] [illegible] and [illegible] to [illegible] the [illegible] and [illegible] [illegible] [illegible]

"public works" and "public utilities" are frequently used synonymously to denote the same types of installations.

4. Scope. The Annual Shore Station Development Program for an individual station or activity represents the considered judgment of the Commanding Officer, or Commandant in the case of programs originated at the Command level, concerning facilities as defined required to:

a. Meet current missions and workload

b. Contribute to safety of life or property

c. Promote human efficiency or habitability

d. Replace high cost or obsolete facilities

e. Meet mobilization requirements involving long construction lead time.

It is composed of facilities which fall into the following classes insofar as timing is concerned:

(1) URGENT. Those facilities which are so urgent that they must be funded in the fiscal year for which the program is submitted.

(2) ESSENTIAL. Those facilities which need not be funded in the fiscal year for which the program is submitted, but which are so essential that they must be funded no later than the year following.

(3) IMPORTANT. Those facilities which need not be funded in the fiscal year for which the program is submitted nor the year following, but are so important that they must be funded in the second year following.

(4) LONG RANGE. Those facilities which need not be funded in the next three fiscal years, but must be funded prior to mobilization.

Normally, only those facilities for which there is an URGENT need will be recommended for inclusion in the annual Military Construction Program. However, information on requirements for the two years following, as well as the long range needs, are required for planning purposes.

"public welfare" and "public activities" are extremely broad concepts to include the most vague of considerations.

b. Power. The general State police power is employed further for the protection of public or private rights for reasonable purposes of the Commonwealth, or Commonwealth in the case of property possessed by the General Court, economic functions are defined regulated as:

a. Land control activities are concerned:

1. Conditions in safety of life or property
2. Provide human efficiency or habitability
3. Regulate high land or desirable facilities
4. Have administrative environmental standards long conservation land than.

It is required of municipal activities which have the authority exercise duties as follows is concerned:

(1) Zoning. Zone facilities which are to assure that they may be located in the right place for which the property is constituted.

(2) Subdivision. Zone conditions which land has to change in the future, that the social development is satisfactory, not which are so essential that land may be changed or labor and the year following.

(3) Subdivision. Zone conditions which land not to change in the future year for which the property is acquired for the year following, but are so essential that land may be changed in the second year following.

(4) Land change. Zone facilities which land can be changed in the near future Zoned years, but may be changed years in conditions.

Similarly, only zone facilities for which zones are to be placed and will be considered for development in the zones military development programs. Zone zone, facilities are responsible for the zone zones military, as well as the zone zones lands, and regions for planning purposes.

5. Relationship of Annual Shore Station Development Programs to Individual Station Master Plans.

a. As indicated in reference (c), the Master Plan for each activity is intended to portray in concise terms: (a) the peacetime and mobilization missions, (b) the existing inventory of facilities available to carry out these missions, (c) the facilities which are in the process of being added, and (d) the additional facilities required to correct deficiencies. It is both a plan for the orderly peacetime development of the station, as well as a plan for its ultimate expansion to meet wartime situations. Thus, the Master Plan constitutes the basis for the requests for authorizations and appropriations for the construction of additional facilities.

b. The Annual Shore Station Development Program serves as the means by which the Commanding Officer submits his request for implementation of that portion of the Master Plan for his activity which reflects current requirements. Since both the Master Plan and the Shore Station Development Program are derived from the facilities requirements of the station, each must be in consonance with the other. In the preparation of the Master Plan, the planned future of the activity is emphasized, and the physical development in terms of facilities and areas is stressed. The Annual Shore Station Development Program reflects existing deficiencies in the station's ability to perform its current mission, as well as deficiencies which can be foreseen in the immediate future.

c. It is obvious that there will be instances, due to recently changed conditions, when Annual Shore Station Development Programs will be at variance with certain features of approved Master Plans. In such instances, Commanding Officers will indicate clearly the reasons for such changes, and, as soon as practicable thereafter, will submit appropriate revisions to their Master Plans in accordance with reference (c).

[illegible]

[illegible]

6. Relationship of the Annual Shore Station Development Program to the Military Construction Program.

a. After detailed examination by Commandants and Sponsors, the Annual Shore Station Development Program submitted by Commanding Officers of activities are reviewed by the CNO SSDB. At this stage, the development programs of individual stations are converted into a recommended construction program for the entire Navy. Here the relative urgency of requirements at different stations, as well as the priority of needs for specific facilities at individual stations, must be evaluated. The net result of these detailed reviews is the Navy's Military Construction Program.

b. The Military Construction Program is prepared by Sponsors with the technical assistance of the Bureau of Yards and Docks. It is composed of development programs at individual stations broken down into line items of construction, together with such detailed justification data as is required by the Office of the Secretary of Defense, the Bureau of the Budget, and the Congress.

c. The data included in the Annual Shore Station Development Programs submitted by Commanding Officers and/or Commandants will normally provide the basis for the preparation of the justifications required in support of the Military Construction Program. Prior to submission to Congress, many of the facilities will be subjected to an engineering investigation under the direction of the Bureau of Yards and Docks, either by contract with private architectural and engineering firms, or by District Public Works Office design personnel. These advance plans, though of a preliminary nature, serve to demonstrate the feasibility of the proposed improvements, as well as to provide more detailed estimates of cost. The results of such advance planning are incorporated into the justifications for the Military Construction Program.

7. Submission of Annual Shore Station Development Programs.

a. Annually on 1 December, Commanding Officers will submit their Annual Shore Station Development Programs for the fiscal year commencing nineteen (19) months later. Thus, the program submitted on 1 December 1956 will form the basis for the Military Construction Program for Fiscal Year 1959.

b. Annual Shore Station Development Programs will be prepared in accordance with the instructions contained in enclosures (2) through (5). Ten (10) copies of each station program will be submitted to Sponsors, two (2) copies to the appropriate Commandant, two (2) copies to the CNO SSDB, and two (2) copies to the Bureau of Yards and Docks.

(1) Marine Corps Ground Force Activities. Commanding Officers of Marine Corps activities located within Naval Districts or River Command will, in addition, furnish one (1) copy of their program to the appropriate Commandant for information.

(2) Marine Corps Aviation Activities. Commanding Officers of Marine Aviation Activities within a Marine Air Base Command will, in addition, submit a copy of their programs to the Marine Corps Air Bases Command for review and transmittal to the Commandant, Marine Corps for further review. An additional copy will be submitted to the appropriate Naval District or River Command Commandant for information. Commanding Officers of other Marine Corps aviation activities under the military control of a Commandant of a Naval District or River Command will furnish an additional copy of their programs to the Commandant, Marine Corps for information.

(3) Naval Air Training Activities. Commanding Officers of Naval Air Training Activities will submit for information, one (1) additional copy of their programs to the appropriate Commandant of the Naval District or River Command in whose districts their stations are located.

7. [illegible] at least three [illegible] [illegible].

a. Normally on a [illegible], [illegible] [illegible] will [illegible] [illegible] [illegible]

(4) Fleet Activities. Programs originated by Fleet Activities for stations within the limits of Naval Districts will be submitted to the appropriate Command SSDB for incorporation into the program for the station. Programs affecting Fleet Activities initiated by Commandants will be cleared with Fleet Commanders prior to inclusion in station or District programs.

(5) Security Classification. Programs will generally be forwarded as unclassified correspondence marked "For Official Use Only." However, if the programs include any classified items, each such item will be forwarded separately in the same detail as required for unclassified items. The word "Classified" together with the estimated cost will be shown in the unclassified portion of the station program at appropriate priority. Items for the acquisition of real estate will generally be unclassified.

c. Reviews of station programs by Commandants and Sponsors will be conducted simultaneously. Commandants will submit to the CNO SSDB, with a copy to each interested Sponsor, by 1 February of each year, comments and recommendations concerning the station programs, including the following:

(1) A statement that the purpose for which each URGENT facility in the program is required, cannot reasonably be served by utilizing any known available existing Navy, other government, or private facilities.

(2) Class priority lists of facilities, grouped as to degree of urgency as indicated in paragraph 4, with supporting data attached to each class list.

(3) Facilities determined by Commandants to be necessary at individual stations, and not included in their Shore Station Development Programs, will be prepared in accordance with enclosures (2) through (5) and incorporated into the station programs. Copies of the necessary revisions to the program will be submitted to Sponsors, and Bureau of Yards and Docks as indicated in paragraph 7 (b) above. Similarly, programs initiated by Commandants

which do not constitute modifications to Commanding Officers programs, will be prepared in accordance with enclosures (2) through (5), and submitted as prescribed herein.

(4) In reviewing station programs, each Sponsor will be guided by:

(a) Missions of stations, and policies and instructions as promulgated by the Secretary of the Navy and the Chief of Naval Operations,

(b) Programs recommended by Commandants, and

(c) The Master Plan for each station.

(5) Sponsors will submit to the CNO OSDB by 1 February of each year class priority lists of facilities for which they consider the need to be URGENT, such lists to include any additional facilities requirements which have originated at departmental level. These lists will be prepared and supported as follows:

(a) Normally the line items which comprise the URGENT program for an individual station will have equivalent priority. Thus, the class priority list will represent, insofar as practicable, the relative priority of the needs of individual stations.

(b) The URGENT programs for each station will be listed by category codes.

(c) Each copy of the class priority list will be accompanied by appropriate excerpts from the Shore Station Development Programs for the stations involved, marked up or modified as necessary to reflect the results of review by Sponsors. Each station's Shore Station Development Program should be numbered in accordance with the class priority assigned.

(d) For each research and development item, action taken by the Assistant Secretary of the Navy for Air will be indicated in the supporting data.

which is not immediate implementation is contemplated, certain programs will be prepared in advanced with emphasis on Groups (1), and modification of preventive laws.

(2) In preventive medical programs, such programs will be guided by:

(a) Determination of priorities, and guidance and participation in preventive by the Department of Health and the Office of Social Welfare,

(b) Programs recommended by Congressional, and

(c) The medical care for such medicine.

(3) Programs will always be not only by a Department of Health, Social Welfare Agency, Office of Institutions for which they consider the need to be higher, that ought to include any additional qualified professionals which have exclusively to commission laws. These laws will be integrated and supported by programs.

(4) Knowledge for the time being should determine the proper programs for an individual and for all laws mentioned previously. Then, the plans pertaining and with Congressional limited to programmes, the relative priority of the needs of training programs.

(5) The proper programs for the training will be planned by relevant groups.

(6) Each year of the three priority lists will be determined by mutually consider from the Office Planning Development Programs and the Medical Institutes, Medical Agency by or by addition or necessary to review the priorities of needed by Department. Such activities should include participation of groups which is required to accomplish with the Office priority analysis.

(7) The best and most and Government Laws, priority should be the training of the best for the will be followed in the accounting data.

8. Upon review by the CNO SCMB of the programs submitted by Commandants and Sponsors, detailed instructions will be issued to the Sponsors and the Bureau of Yards and Docks regarding the final stages of the preparation of the Military Construction Program.

NUMBER 4165.3
DATE March 11, 1955

Department of Defense Instruction

SUBJECT Department of Defense Facility Classes and Construction Categories

I. PURPOSE

The purpose of this Instruction is to establish uniform Facility Classes and Construction Categories together with a numerical code, for use in identification and classification of real property.

II. APPLICABILITY

The Facility Classes and Construction Categories, together with a numerical code shown in Inclosure (1), are established by this Instruction, and shall be applied to planning and programming, budgeting, accounting, record keeping and reporting ch1 10/19/55 in the areas of construction, inventory, and maintenance (insofar as practicable) of real property. This Instruction does not apply to rivers and harbors and flood control projects (civil works) of the Department of the Army, nor to emergency construction accomplished by military forces in direct support of combat operations.

III. REVISIONS

Revisions of and additions to the Facility Classes, Construction Categories, and the three-digit code numbers shown in Inclosure (1) shall be submitted to the Assistant Secretary of Defense (Properties and Installations) for approval and inclusion in this Instruction. Such changes will be coordinated with the Assistant Secretary of Defense (Comptroller). A more detailed breakdown of the categories, and an extension of the numerical code by additional digits or other means may be made for internal use within the Departments.

IV. EFFECTIVE DATE

This Instruction is effective upon date of issue.

Assistant Secretary of Defense
(Properties and Installations)

Inclosure (1)

Facilities Classes and Construction Categories

Facility Classes, Category Groups, and Basic Categories	Unit of Measure
1. Operational and Training Facilities	
110 Airfield Pavements	
111 Airfield Pavements - Runways All runways, landing strips, helicpoter landing pads, LTA landing mats.	SY
112 Airfield Pavements - Taxiways All taxiways.	SY
113 Airfield Pavements - Aprons Maintenance, parking, access, operational and other aprons.	SY
116 Airfield Pavements - Other All other miscellaneous airfield pavements such as aircraft washracks, compass swing bases, seaplane ramps.	SY
120 Liquid Fueling and Dispensing Facilities	
121 Aircraft Dispensing High and low speed normal fuel dispensing facilities.	OL
122 Marine Dispensing High and low speed normal fuel dispensing facilities.	OL
123 Land Vehicle Dispensing High and low speed normal fuel dispensing facilities.	OL
124 Operating Fuel Storage Immediate back-up storage for dispensing facilities (exclude bulk, see 400 series) at airfield and other land and marine stations.	Gal
125 POL Pipeline Pipeline, pumping stations, accessory equipment and appurtenances (exclude terminal and bulk storage tanks).	Mi
126 Liquid Fuel and Dispensing - Other	None

130 Communications, Navigational Aids and Airfield Lighting

131 Communications-Buildings — SF
Buildings for radio, radar, relay, telephone including globecom, base, net and similar operations. Exclude navigational and avigation aids.

132 Communications - Other Than Buildings — None
Antenna system towers, communication control link facilities. Exclude navigation and avigation aids.

133 Navigation and Traffic Aids - Buildings — SF
Buildings to house sea and air traffic control.

134 Navigation and Traffic Aids - Other Than Buildings — None
Radar approach control, visual av aids, antenna systems, vaults, foundations, towers, beacons and other structures.

135 Communication Lines — Mi
Marine cables, underground and overhead cables, opin wire lines.

136 Airfield Pavement Lighting — FT
Lighting both sides and approaches for all airfield pavements. Exclude airfield perimeter lighting, street lighting and other general illumination. (See 812)

140 Land Operational Facilities

141 Operational - Buildings — SF
All buildings for housing operational and operational types of activities and equipment, including alert hangars, LTA hangars.

142 Operational - Helium Plants and Storage — None
Facilities for receipt, storage in bulk, processing and reprocessing, and dispensing of helium gas, including tanks, pipes, valves, valve chambers and similar appurtenant equipment and facilities.

149 Operational - Facilities Other Than Buildings — None
Facilities other than buildings such as towers and structures in which or from which tactical and organizational type operations are performed or simulated for practive which do not fall readily into another category. Also, protective construction.

150	Waterfront Operational Facilities		
	151	Piers	FB
	152	Wharfs	FB
	153	Cargo Handling Facilities	SY
	154	Sea Walls, Bulkheads, Quay Walls	None
	159	Other Waterfront Operational	None
160	Harbor and Coastal Facilities		
	161	Harbor Protection Facilities	None
	162	Coastal Protection Facilities	None
	163	Moorings Buoys, Dolphins, Mooring Platforms	None
	164	Marine Improvements Groins, Levees, Jetties, Breakwaters, Moles.	None
	165	Dredging Original dredging not directly related to the specific construction of an item. (Place in 183 as inventory)	SY
	169	Other Harbor and Coastal Harbor and entrance control points, signal towers.	None
170	Training Facilities		
	171	Training Buildings Classrooms and other special buildings in which instruction is given, or the design of which limits their use generally to instructional and training purposes.	SF
	179	Training Facilities - Other Than Buildings Structures on training courses, ranges, maneuver areas, including training mock-ups, and similar type facilities provided for or limited in use to training (do not include expendable targets, or airfield, waterfront and other facilities which fall readily into other categories).	None

2. <u>Maintenance and Production Facilities</u>

210	Maintenance		
	211	Maintenance - Aircraft Facilities and shops for maintenance and repair of air frames and related assemblies and spares, aircraft engines and related spares and spare parts; other aircraft equipment and spares.	SF

212 Maintenance - Guided Missiles SF
Facilities and shops for maintenance and repair of guided missile systems and parts, ground handling and launching equipment.

213 Maintenance - Ships, Spares SF
Ship-ways, ground ways, graving docks, marine railways, appurtenant shipyard facilities and facilities for maintenance and repair of vessels of all types, of floating cranes and dry docks, and of tracked amphibious vehicles such as LVT's. Do not include facilities principally for use in ship building and which fall readily in other categories, such as waterfront facilities, industrial facilities and administrative facilities.

214 Maintenance - Tank, Automotive SF
Facilities and shops for maintenance and repair of combat vehicles and non-combat vehicles including self-propelled gun carriages, ambulances and other motorized vehicles. Do not include weapons, tracked amphibious vehicles and construction equipment.

215 Maintenance - Weapons, Spares SF
Facilities and shops for maintenance and repair of small arms, automatic weapons, mortars, artillery, guns, launchers, projectors (for arming ships, vehicles and aircraft), flame throwers, torpedo tubes, harbor protective nets, non-electronic equipment. Do not include facilities for guided missile equipment.

216 Maintenance - Ammunition, Explosives, Toxics
Facilities and shops for maintenance and repair of ammunition, rockets, bombs, mines, grenades, torpedos, depth charges, demolition materials, pyro-technics, ATO units, guided missile fuels, ammunition parts and related chemicals. Do not include facilities for guided bombs and commercial type petroleum products.

217 Maintenance - Electronics and Communication Equipment SF
Facilities and shops for maintenance and repair of radio and radar equipment, radiation aids, sonar equipment, transmission and reception equipment, guided bombs.

218 Maintenance - Facilities for Miscellaneous Procured Items and Equipment SF
Facilities and shops for maintenance and repair of:

(a) Petroleum products, non-petroleum fuel and lubricant and separately procured containers.

(b) Clothing, leather, textiles, tents, athletic equipment, gas masks, parachutes, life rafts, shoe lasts.

(c) Military type bridging, landing mats, metal posts, pipe and storage tanks, prefab buildings, construction supplies, mechanical and electrical equipment, all for temporary or war-time use.

(d) Railway rolling stock and parts, cranes, railway tools, signal equipment, maintenance of way equipment.

(e) Construction equipment such as power shovels, bulldozers, concrete mixers, earth moving trailers; and hand tools such as pneumatic drills, welding equipment, paint sprays; materials handlang equipment such as movable conveyors, warehouse trucks, tractors and trailers, fork lift trucks, stackers.

(f) Medical and dental instruments, furniture and equipment, X-Ray equipment and film.

(g) Cameras, film, photographic equipment and supplies.

(h) Refrigerators, heating, plumbing, lighting and electrical equipment, furniture, office equipment, laundry and dry cleaning equipment, similar equipment for field use.

(i) Books, publications, reproduction.

Exclude:

(a) Fuel for ATO, fuel cells.

(b) Bridge erection boats.

(c) Railway track ties and accessories.

(d) Dump trucks, prime movers, installed conveyors and elevators.

(e) Ambulances.

219 Maintenance - Installation, Repair and Operation SF

Facilities and shops for maintenance, repair and overhaul of installation facilities and of installed shop and other equipment used in support of the maintenance-repair-operation function at military installations, including operation of utilities unless such a facility falls more readily in another category.

220 Production

221 Production - Aircraft SF

Facilities for constructing and assembling new components, air frames and related assemblies and spares, aircraft engines and related spares and spare parts, other aircraft equipment and spares.

222 Production - Guided Missiles SF

Facilities for constructing and assembling new components, guided missile systems and parts, ground handling and launching equipment.

223 Production - Ships, Spares SF

Ship-ways, ground ways, graving docks, marine railways, appurtenant shipyard facilities for the construction of vessels of all types, of floating cranes and dry docks, and of tracked amphibious vehicles such as LVT's. Do not include facilities principally for use in ship maintenance and repair and which fall readily in other categories, such as waterfront facilities, maintenance facilities and administrative facilities.

224 Production - Tank - Automotive SF

Facilities for constructing and assembling new components, combat vehicles and non-combat vehicles including self-propelled gun carriages, ambulances and other motorized vehicles. Do not include weapons, tracked amphibious vehicles and construction equipment.

225 Production - Weapons, Spares SF

Facilities for constructing and assembling new components, small arms, automatic weapons, mortars, artillery, guns, launchers, projectors (for arming ships, vehicles and aircraft), flame throwers, torpedo tubes, harbor protective nets, non-electronic equipment. Do not include facilities for guided missile equipment.

226 Production - Ammunition, Explosives, Toxics SF
Facilities for constructing and assembling new components, ammunition, rockets, bombs, mines, grenades, torpedos, depth charges, demolition materials, pyro-technics, ATO units, guided missile fuels, ammunition parts and related chemicals. Do not include facilities for guided bombs and commercial type petroleum products.

227 Production - Electronics and Communications Equipment SF
Facilities for constructing and assembling new components, radio and radar equipment, radiation aids, sonar equipment, transmission and reception equipment, guided bombs.

228 Production - Facilities for Miscellaneous Procured Items and Equipment
Facilities for constructing and assembling new components for:

(a) Petroleum products, non-petroleum fuel and lubricant and separately procured containers.

(b) Clothing, leather, textiles, tents, athletic equipment, gas masks, parachutes, life rafts, shoe lasts.

(c) Military type bridging, landing mats, metal posts, pipe and storage tanks, prefab building, construction supplies, mechanical and electrical equipment, all for temporary or war-time use.

(d) Railway rolling stock and parts, cranes, railway tools, signal equipment, maintenance of way equipment.

(e) Construction equipment such as power shovels, bulldozers, concrete mixers, earth moving trailers; and hand tools such as pneumatic drills, welding equipment, paint sprays; materials handling equipment such as movable conveyors, warehouse trucks, tractors and trailers, fork lift trucks, stackers.

(f) Medical and dental instruments, furniture and equipment, X-Ray equipment and film.

(g) Cameras, film, photographic equipment and supplies.

(h) Refrigerators, heating, plumbing, lighting and electrical equipment, furniture, office equipment, laundry and dry cleaning equipment, similar equipment for field use.

(i) Books, publications, reproduction.

Exclude:

(a) Fuel for ATO, fuel cells.

(b) Bridge erection boats.

(c) Railway track ties and accessories.

(d) Dump trucks, prime movers, installed conveyors and elevators.

(e) Ambulances.

229 Production - DOD Maintenance, Repair and Operation of Installations SF
Plants and facilities for production and processing in support of the M-R-O function at Military Installations, such as stone quarries, stone crushing plants, saw mills.

3. Research, Development and Test Facilities

310 R&D and Test Buildings SF
Buildings and scientific facilities used directly in theoretical or applied research
* and development and test operations. Do not *
* include buildings and shops used for normal *
* maintenance, repair and overhaul purposes. *

390 R&D and Test - Other Than Buildings None
Scientific structures and facilities other than buildings, used directly in theoretical or applied
* research and development and test operations. Do *
* not include structures and facilities other than *
* buildings used for normal maintenance, repair and *
* overhaul purposes. *

4. Supply Facilities

410 Liquid Fuel Storage
411 Liquid Fuel Storage - Bulk Bbl
Depot, terminal and bulk type storage for POL, fuel oil, aviation gas and other liquid fuel including accessory piping.

420 Ammunition Storage
421 Ammunition Storage - Depot and Arsenal SF

B35512

#Revised Dec 12, 55

(a) Igloos, magazines (above and underground), storage pads for support of bulk storage mission.

(b) Storehouses for propellants storage, under explosive safety distances criteria, for support of bulk storage mission.

422 Ammunition Storage - Installation and Ready - Issue SF

(a) Igloos, magazines (above and underground), storage pads for day to day use in support of installation mission.

(b) Storehousing for propellants, under safety distances, criteria for day to day storage in support of installation mission.

423 Ammunition Storage - Liquid Propellant Gal
Facilities for receipt of bulk storage in tanks, and dispensing from storage of liquid propellants under explosive safety distances criteria including tanks, pipes, valves, valve chambers and similar appurtenant equipment and facilities.

430 Cold Storage

431 Cold Storage - Depot and In-transit CF
Freeze and chill plants, cold and refrigerated warehouses and normal processing facilities combined therewith in support of bulk storage mission.

432 Cold Storage - Installation and Ready - Issue CF
Freeze and chill plants, cold and refrigerated warehouses and normal processing facilities combined therewith for day to day storage in support of the installation mission.

440 Storage - Covered

441 Storage - Covered - Depot and Arsenal SF

(a) Warehouse, storehouse and garage types of storage completely enclosed by walls, together with heating, sprinkler and alarm systems for support of bulk storage mission.

(b) Shed storage not completely enclosed by walls, including alarms and other systems for support of bulk storage mission.

(c) Covered storage for inflammables, both warehouse and shed types, removed or set apart from other covered storage in accordance with criteria for storage of inflammables for support of bulk storage mission.

442 Storage - Covered - Installation and Organizational SF

(a) Warehouse, storehouse and garage type storage, completely enclosed by walls, together with heating, sprinkler and alarm systems for day to day storage in support of installation mission.

(b) Shed storage not completely enclosed by walls, including alarm and other systems for day to day storage in support of installation mission.

(c) Covered storage for inflammables, both warehouse and shed types, removed or set apart from other covered storage in accordance with criteria for storage of inflammables for day to day storage in support of the installation mission.

450 Storage - Open

451 Storage - Open; Depot SY

Depot and in-transit open storage such as paved, prepared surface and stabilized areas for support of bulk storage mission.

452 Storage - Open; Installation & Organizational SY

Open storage such as paved, prepared surface and stabilized areas for day to day storage in support of installation mission.

5. <u>Hospital and Medical Facilities</u>

510 Hospital Buildings Beds

In-patient hospital facilities such as hospital facilities at medical centers, major hospital installations, and installation hospitals for complete in-patient care.

520 Infirmary Buildings Beds

In-patient infirmary facilities such as limited hospital facilities in areas of low troop population, far from regular hospital facilities to provide limited or normal in-patient care.

530 Laboratories and Clinics SF

Laboratory and research facilities, out-patient general clinics, without facilities for in-patient care and veterinarian facilities.

540 Dental Clinics — SF
Out-patient dental clinics without facilities for in-patient care.

550 Dispensaries — SF
Out-patient dispensaries without facilities for in-patient care.

6. Administrative Facilities

610 Administrative Buildings — SF
Headquarters and office type buildings to accommodate offices, professional and technical activities, business machines, records,files and administrative supplies for normal operation. Do not include warehouses for bulk storage of administrative records and supplies.

620 Administrative Structures - Underground — SF

690 Administrative Structures - Other — None

7. Housing and Community Facilities

710 Family Housing

711 Family Housing - Dwellings — Fam
Buildings to be used as family quarters including attached private garages.

712 Family Housing - Trailers — Fam

713 Family Housing - Trailer Sites — Fam
Trailer parking sites or pads with appurtenant site facilities.

714 Family Housing - Detached Garages — No. cars
Appurtenant private garages detached from family dwellings, but available to occupants.

720 Troop Housing

721 Troop Housing - EM Barracks w/Mess — Men
Public housing for bachelor enlisted personnel and comparable civilians, both male and female, such as barracks, dormitories, disciplinary barracks, detention barracks, and facilities with mess and galley facilities (except club and club messing) and latrine and other facilities as applicable.

722 Troop Housing - EM Barracks w/o Mess — Men
Public housing for bachelor enlisted personnel and comparable civilians, both male and female, such as barracks, detention barracks and facilities, and latrines and other facilities as applicable, but excluding mess and galley facilities.

723 Troop Housing - Detached Facilities — SF
Detached facilities appurtenant to bachelor housing for enlisted personnel such as mess and galley facilities and latrines and other facilities which are normally included as an integral part of permanent troop housing, but are usually provided as detached appurtenances to semi-permanent and temporary troop housing.

724 Troop Housing - Bachelor Officers Quarters — Men
Public housing for bachelor officers and comparable civilians, both male and female, such as BOQ's, nurses' quarters, (exclude club and club messing).

725 Troop Housing - Emergency — SF

(a) Hutments for troop housing or civilian housing.

(b) Tent frames and floors for troop housing.

730 Community Facilities - Personnel Support & Service — SF
Facilities for support of the personnel complement such as fire station, hose cart house, brig or guard house, police station, bakery, laundry, dry cleaning plant, waiting and baggage facilities, dependent school or nursery.

740 Community Facilities - Morale, Welfare and Recreational - Interior — SF
Indoor athletic, recreational and resale facilities such as bowling alleys, field house, gymnasium, swimming pool (indoor recreational), indoor firing range (for recreation), bank, chapel, classrooms (I&E). EM service club, social and recreation building, billiard, pool

and ping-pong tables, entertainment work shops, bus or taxi ticket station, cafeteria (exchange), commissary sales store, branch exchange facilities, service station (exchange), main exchange or ships service store, maintenance shop (exchange), service outlets (exchange concessions), guest house, hobby shop, library, NCO or CPO, and Mess, officers club and open mess, post office, post restaurant (civilian), theatre or auditorium, Red Cross or YMCA building.

750 Community Facilities - Morale, Welfare and Recreational - Exterior — None

Outdoor athletic and recreational facilities such as volley ball court, basketball court, softball diamond, baseball diamond, football or soccer field, tennis or badminton court, handball or squash court, golf driving range, golf course, swimming pool (outdoor recreational), stadium polo field, outdoor firing range for recreation, outdoor theatre or amphitheatre, boat and canoe pier or wharf (recreational).

8. <u>Utilities and Ground Improvements</u>

810 Electricity

811 Electricity - Source — KVA

Plant building, generating plant and appurtenances. Connected fuel storage for plant operation, auxiliary power in same building, switching station.

812 Electricity - Distribution & Transmission Lines — LF

Power distribution and transmission lines including streetlighting and floodlighting (exclude airfield lighting).

820 Heat

821 Heat, Steam - Source — BTU/HR

Boiler or Powerhouse, central plant including connected fuel storage for plant operation; facilities for generation or supply of hot water, low or high pressure steam for heat, processing or power.

822 Heat, Steam - Transmission — LF
Exterior transmission and distribution line and mains for central steam and hot water heating systems.

823 Heat, Gas - Source — BTU/HR
Central plant and building facilities and appurtenances, including connected fuel storage for plant operation, for generation and storage of gas for direct heating or as fuel for central plants.

824 Heat, Gas - Transmission — LF
Exterior lines, mains and systems for transmission of gas for direct heating or as fuel for central plants.

830 Sewage and Waste

831 Sewage and Industrial Waste - Treatment and Disposal — mgd
Plant building, treatment plant, septic tank drain fields, outfall lines and facilities required for treatment and disposal of sewage and industrial waste; also disposal of storm drainage water in combined storm and sanitary sewer systems.

832 Sewage and Industrial Waste - Collection — LF
Collection systems and lines for sewage and industrial waste; also collection of storm drainage in combined storm and sanitary sewer systems.

833 Refuse and Garbage — Ton
Collection, processing and disposal facilities such as stands and incinerators.

840 Water

841 Water - Supply, Treatment and Storage — mgd
Wells, supply mains, pumping, treatment and filtration plant, plant building, tanks and storage for potable water. Exclude non-potable water systems.

842 Water - Distribution System LF
Distribution mains and lines and systems for potable water. Include fire hydrant and fire protection systems combined with potable water system.

843 Water - Fire Protection LF
Fire hydrants, mains, lines, pumps and systems for fire protection systems not combined with potable water system, usually using salt or non-potable water.

850 Roads and Streets
851 Roads SY
Roads, streets and incidental parking areas for vehicular traffic, including highway and vehicular bridges.

852 Sidewalks and other pavement SY
Walks and steps for pedestrian traffic including pedestrian bridges; separate parking lots, paved or stabilized areas for vehicular use.

860 Railroad Tracks Mi
All two-rail tracks including spurs, sidings, yards, turnouts, with accessories and appurtenances including railroad bridges.

870 Ground Improvement Structures
871 Grounds Drainage LF
Drainage and storm sewer system including appurtenant dykes, dams, and retaining walls.

872 Grounds Fencing, Gates and Guard Towers LF
Boundary fence including walls, fencing, gates, watch towers, guard walks and guard shelters.

880 Fire and Other Alarms Systems Box
Separate fire alarm systems, watch reporting or other alarm systems both local and central reporting types. (Do not include systems using normal telephone or telegraph installation).

890 Miscellaneous Utilities None
Miscellaneous central plants, systems, buildings and exterior lines and appurtenances including oxygen acetylene, compressed air and other exterior systems not reportable under any other category. Exclude POL pipelines.

9. Real Estate

910	Land		
	911	Land Purchase, Condemnation, Donation or Transfer	Acre
	912	Public Domain Withdrawal	Acre
	913	Temporary Use License or Permit	Acre
920	Other Rights		
	921	~~Basement~~ Easements Ch.2 12/12/55	Acre
	922	In-lease	Acre
	923	Foreign Rights	Acre
930	Improvements		
	931	Buildings	SF
	932	Site Improvement Includes site clearing and grading, cut and fill, landscaping, etc.	None
	933	Demolition Demolition of structures and of other obstructions and removal of debris therefrom and restoring site to useable condition.	None
	939	Other (NOTE: For the purpose of the inventory the improvements acquired will be classified according to their function).	None

10. Suspense Accounts

(No inventory codes; temporary accounts to be transferred eventually to inventory codes shown above).

A53081

ENCLOSURE (2)

INSTRUCTION FOR PREPARATION AND SUBMISSION OF

ANNUAL SHORE STATION DEVELOPMENT PROGRAMS

A. GENERAL

1. The basic points which give emphasis in the review of budgetary proposals in both the Executive and Legislative Branches of the Government are as follows:

(a) What is the program?

(b) Why is the program necessary?

(c) Is the program in balance with other related programs?

(d) How is the program to be carried out?

(e) Has a sound estimate of the cost been made?

In presenting the facility needs of his activity each Commanding Officer must insure that these questions are answered as completely as possible. In like manner, Commandants, Sponsors, and the Chief of Naval Operations must stress these points both in the process of their reviews, and in justification of their recommendations to higher review levels.

2. In addition to supporting requests for new facilities, once a program has been authorized, the justification establishes limits on the scope of the work which may be undertaken. Neither the appropriation nor the authorization laws specify in any detail what is to be built at given locations. For example, Public Law 161, 84th Congress lists for the Boston Naval Shipyard "Utilities and replacement of piers, $8,441,000," which indicates in a very general way only the scope of the work which has been

authorized. The legislation is the result of reviews by the committees of Congress of testimony and justifications presented in support of the programs desired. These data, together with the records of hearings, support the legislation and are frequently consulted when it is necessary to determine the intent of Congress on a particular point.

3. For both these reasons, the importance of careful preparation of program justifications cannot be overemphasized.

B. FORMAT

1. The Annual Shore Station Development Program for each naval activity will be submitted in the format indicated on enclosures (3), (4), and (5). This method of presentation is intended to provide sufficient information to Commandants, Sponsors, and the CNO SSDB to permit searching analysis of the development program recommended by the Commanding Officer. From the information submitted, Sponsors will prepare justifications for station programs recommended for inclusion in the Military Construction Program.

2. As indicated in enclosures (3), (4), and (5), the Annual Shore Station Development Program for each station will consist of three parts:

Part A, the FACILITIES SUMMARY, provides: (a) general data concerning the station (Sections I, II, and III); (b) a listing of the facilities which are so urgently needed that they must be funded into Fiscal Year for which the program is submitted, together with quantitative data; (c) a brief statement outlining the basis for the need for the URGENT items; and, finally, (d), a listing of facilities required in the future, listed in order of priority within the urgency categories ESSENTIAL, IMPORTANT, and LONG RANGE.

additional. The legislature is not faced at various by the consideration of balancing of business and institutional arrangements in support of the procedure matrix. These data, together with the growth of knowledge, support the legislation and the procedure matrix that is necessary to define when the issue of liability is a particular point.

3. The best case results, the interchange of useful procedures of proven institutions remain in arrangements.

3. Conclusion

1. The Based Open Public Development Process are such based activity will be analysis in the forms indicated as functions (1), (2), and (3). This method of availability is intended to provide sufficient information to consumers, businesses, and the civil bodies to permit meaningful analysis of the environmental impact (assessment) by the community, certain from the functional phenomena, consider will require institutions the status problems (assessment) the potential in the civilian functional impacts.

2. As indicated in subsections (1), (2), and (3), the issues from public development process for such analysis will vary at various points.

Part A, the decision-making process "(a) general data sources in the process functions 1, (2) and (3)); (b) a review of the decision-making by a planning board that may now be found here (point two) the which do review is analysis, together with consultation; and (c) a final decision-making the basis for the issue for the public interest and (Part B), a review of decision review in the Planning Board to what is important within the agency analysis decision, interest, and with issues.

Part B, JUSTIFICATION FOR URGENT FACILITIES, contains detailed information on each line item classified as URGENT in Part A, and is divided into three sections, I - Requirement, II - Scope, and III - Analysis.

Part C, ESTIMATE OF COST FOR URGENT FACILITIES, contains a breakdown of the estimated cost for each of the URGENT items, together with information concerning the method of estimating employed.

3. In the preparation of their Shore Station Development programs, Commanding Officers will be guided by the following:

(a) Station Mission. In Part A, Section II a brief concise statement of the over-all mission of the activity, as shown in the latest Basic Naval Establishment Plan (BNEP), or Navy Code Logistics Plan (NCL), as appropriate, is required. Terms sufficiently nontechnical as to be intelligible to the layman should be employed. Missions shown should correspond to the Station Master Plan.

(b) Station Data. The information required is self-explanatory. However, it is especially important that the data included in Part A, Section III correspond with information contained in the Detailed Inventory of Naval Shore Activities, NAVDOCKS P-164, as well as to information contained in the Master Plan of the activity. In the event that discrepancies are discovered between actual conditions and the data contained in the inventory, these should be reported promptly in accordance with Vol. 3, Chapter 6, NAVCOMPT Manual.

(c) Facilities Required FY ___. Part IV consists of a summary of that portion of the Shore Station Development Program for which the Commanding Officer considers the need to be URGENT. The URGENT portion of the program is composed of one or more line items, each constituting a usable facility. The items will be listed in order of priority, with the number

Item 4. Instructions for order selection, including minimum information on each line that characters be entered in item 4, and in Section Two, Item Selection, I - Instructions, II - Items, and III - Selection.

Item 5. Number of each two digit selection, beginning a separate line for the selection and the name of the Table Item, together with information concerning the number of selection equipment.

6. In the preparation of Table-Item Selection Instruction Programs, Generating Matrices will be added by the following:

(1) Selection Matrix. In Item 6, Section II a total number of the selection of the two-all criteria of the selection, we have to the Table Item Selection Instructions Item Table, or they each indicating item (Sel), as appropriate, is required. Items alphabetically subordinate to the subdivisions in the Items should be required. Another space should contain required for the Table Item Table.

(2) Table Item. The information required in Instructions, Section, is to accurately transfer that the main information to item 4, Section III Processed with Instructions required in the Selection Generating of Table Item Instructions, Section Table, as well as to information number in the order item of the selection. In the event that alphanumeric Item Generator Matrix Table Instructions and the Table required in the Instructions, item number in reverse order is processed with Sel. 1, Chapter 6, Selection Matrix.

(3) Selection Generator Matrix. Item II consists of a number of that matrix of the Table Item Generator Program for which the Generating Matrix Instructions the need to be Table. The matrix consists of the matrix is composed of one or more Table Items, and constructing a Table Matrix. The Item that is added is order of priority, with the number

assigned to each indicated in column (1). Column (2) will show the basic category code, as set forth in Encl. (1), which identifies the line item as to purpose or function. In the description each line item, column (3), any of the following methods may be employed:

(1) The nomenclature established by DOD may be used if it indicates sufficiently clearly, the function and type of facility required.

(2) The descriptions employed by the Bureau of Yards and Docks in classifying the Inventory of Military Real Property may be used, if the DOD terminology is not considered to be appropriate. These additional descriptive titles are listed in Encl. (1) of BuDocks Instruction 11011.13 dated 15 August 1955. If such titles are used, however, the appropriate three-digit DOD basic category code number will be shown in column (2), <u>not</u> the five-digit number employed by BuDocks to further break down the DOD Categories.

(3) In the event that none of the BuDocks titles are considered to be sufficiently descriptive, stations will assign their own titles. These will indicate clearly the purpose, function, and type of facility involved. As in subparagraph (2) above, the DOD basic category which properly classifies the item will be shown in column (2).

The data required in columns 4 and 5 will be used to relate existing facilities to the requirement for additional facilities. Here it is important to insure that the information presented corresponds to the data shown on the station's Master Plan as well as the Detailed Inventory of Naval Shore Activities, NAVDOCKS P-164. Columns 6, 7, and 8 reflect the

[illegible] to each [illegible] in [illegible] (1a). Section (2) will show the basic [illegible] only, as are found in text, (1). Again [illegible] the time line [illegible] to [illegible] or [illegible]. In the [illegible] [illegible] [illegible] [illegible] (2), [illegible] of the [illegible] [illegible] [illegible] [illegible].

(a) The [illegible] [illegible] [illegible] by [illegible] may be used to [illegible] [illegible] [illegible] [illegible], the [illegible] and [illegible] of [illegible] [illegible].

(b) The [illegible] required to [illegible] [illegible] of [illegible] [illegible] [illegible] [illegible]

scope and quality of the additional facilities for which authorization is requested in the Fiscal Year in question. The units are those prescribed by Encl. (1). Column 9 has been provided for "Remarks," since in some instances it may be desirable to amplify or clarify the units prescribed by DOD, or the descriptive titles assigned to line items, in order to reflect requirements more completely. For example, it may be desirable to clarify the intended scope of an item for dredging, where the unit assigned by DOD for Code 165 is square yards. Here it would be helpful to specify the required depth in column (9).

(d) Basis for Requirement. In Section V it is important that the need for all the URGENT items listed in Section IV be developed with particular reference to the mission or work load of the activity. What is desired is a brief summary justification for the URGENT program rather than reasons why individual line items are needed. Detailed information on specific facilities will be included in Part B.

(e) Future Facilities Required. Section VI is a listing by category code of the facilities which must be funded in the fiscal years immediately following that for which the program is submitted. Here the ESSENTIAL, IMPORTANT, and LONG RANGE items should be shown in the same manner as those in Section IV. The items in each of these three urgency classes should be listed in order of priority.

(f) Justification. Part B is devoted to detailed justifications for each of the line items which constitute the URGENT portions of the Shore Station Development Program. Each item listed in Part A, Section IV should be justified separately. In the preparation of justifications it is important to realize that it is the responsibility of each Commanding Officer to prove to reviewing authorities the need for the facilities he is requesting. The justification must state facts, not conclusions, in such a

manner that any intelligent adult can understand why the facilities are needed. Although similar data should be developed at each station for the ESSENTIAL, IMPORTANT and LONG RANGE portion of the program, this information need not be included in the annual submission.

(g) Requirement. Section I of the Justification for each item should be a brief and concise statement of the need to be met, the purpose to be served, the problem to be solved, or the end to be achieved. It should also include a statement of the factors which generated the current requirement, the date by which the need must be met, and the reasons for the proposed facilities being required by that time.

If the facilities are intended to correct a deficiency in the capacity of the activity to meet a mission or work load, the deficit should be indicated by showing what existing facilities are available. Care should be exercised to relate such data to the information shown in Part A, Section IV, columns 4, 5, 6, and 7.

If the facilities are intended to contribute to the safety of life or property, or to promote human efficiency or habitability, or to protect the government's investment, the requirement should so state. In such cases it is important to stress how hazardous or how inefficient the existing arrangement is.

If the facilities are self-liquidating in 10 years or less, the requirement should state the amount of annual savings to be realized and the number of years required to amortize the costs.

(h) Scope. Section II of the Justification for each item consists of a concise description of the facility, a statement of its essential elements. In the case of a structure it will include over-all size of dimensions, types of construction materials to be used, and the durability

manner that any individuals which are undertaken by the institution are worthwhile. Although modular data should be developed on such matters as the institution, facilities and staff which pertain to the program, this information shall not be included in the annual statistics.

(d) Development. Section 2 of the Qualifications for each item should be a brief and concise statement of the need to be met, the purpose to be served, the problem to be solved, or the need to be considered. It should also include a statement of the factors which prompted the current proposal, the steps by which the need was met, and the reasons for the programs facilities being proposed by that time.

If the facilities are intended to provide a distinctive or the capacity or the ability to meet a change in that time, the factors should be indicated by showing what existing facilities are available. Data should be included to relate each item to the information shown in Part A, Section 27, columns 1, 2, 6, and 7.

If the facilities are intended to contribute to the saving of life or property, or to provide some efficiency in institution, or to improve the community's livelihood, the requirement should be stated. In that case it is important to show how changes or how institutions the existing arrangements is.

If the facilities are self-liquidating in 10 years or less, the requirement should state the amount of annual revenue to be realized and the number of years required to amortize the costs.

(e) Items. Section II of the Qualifications for each item consists of a concise description of the facility, a statement of the essential elements. In the case of a structure it will include overall size of dimensions, type of construction materials to be used, and the availability

of construction contemplated (permanent or 25 years and over, semi-permanent 10-20 years economical life, temporary, economic life 5 years). In the case of land acquisition, types (such as commercial timber, agricultural, etc.), acreage, number and kinds of improvements, and number of ownerships should be shown.

In preparing statements of the scope of facilities required, Commanding Officers should keep in mind that it is this portion of the Justification which defines the limits within which judgment must be exercised by architects and engineers in planning for actual construction.

(i) Analysis. Section III of the Justification is intended to demonstrate: (a) that the facilities requested constitute the most feasible means of satisfying the requirement; (b) that the design contemplated as reflected in the scope of the proposed work is reasonable, adequate, and in keeping with the intended purpose; (c) that the estimated cost is reasonable; and (d) that the facilities are in consonance with the Master Plan of the station. Included in the information developing these points should be the following:

(1) A discussion of alternative methods of satisfying the requirement, as well as an outline of the results which can be expected if the required facilities are not provided in part or in full. Here the extent to which existing capacity can be increased to overcome all or part of the deficiency by resorting to emergency measures (such as double bunking in barracks) should be indicated, as well as the anticipated effects of such action.

(2) If the facilities proposed are intended to replace existing ones, the disposition of these existing facilities should be indicated.

of construction contemplated (generally at 75 years and over), semi-permanent 50-60 years structures, 15-25 years, temporary, relocatable (10-15 years). In the case of land acquisition, those lands of commercial value, agricultural, wildlands, strategic, mining and lands of governments, and number of resettlers should be given.

In preparing assessments of the survey of facilities problem, Commonwealth Officers should keep in mind that in the case preview of the Qualifications which declares the State's policies unless judgment case is accompanied by worksheets and explanations in planning for annual assessments.

(2) Analysis. Section III of the Qualifications is intended to [illegible] (a) that the Qualifications requirements conditions has every feasible means of satisfaction the requirements; (b) that the design contemplated or included in the design of the proposed work is reasonable, adequate, and in keeping with the intended purpose; (c) that the maintenance costs is reasonable; and (d) that the facilities are in conformance with the master plan of the station. Included in the information contained therein points should be the following:

(1) A discussion of alternative methods of satisfying the requirements, as well as an outline of the results which can be expected if the proposed facilities are not provided in part or in full. Since the extent to which existing equipment can be temporarily in operation all or part of the deficiency by resorting to emergency measures (such as mobile heating in hospital) should be indicated, as well as the anticipated effects of such action.

(2) If the facilities proposed are intended to replace existing ones, the disposition of these existing facilities should be indicated.

(3) If the facilities proposed are of a self-liquidating nature, a detailed forecast of operating and maintenance costs at current and selected higher and lower levels should be made for: (a) continued use of the existing facilities, and (b) using the proposed facilities. Similar information should be included for other facilities which would result in reduction of cost to the Government, even though they may not be classed as self-liquidating in ten (10) years or less.

(4) A discussion of any special requirement or functional characteristics, such as security or handling inflammables or explosives, which necessitate special features being incorporated into the design of the proposed facilities, or which would result in abnormal costs.

(5) A discussion of the planning considerations which governed the selection of the type of durability of construction contemplated. This is important in relating the type of construction to the expected duration of the requirement.

(6) An outline of the allowances or factors utilized in determining size and/or capacity of the proposed facilities (square feet per man, barrels per day, beds per 1000 men, etc.). In this connection the various legal and other limitations which apply to such facilities as family housing, barracks, BOQs, warehouses, medical facilities, explosive storage, etc., should be taken into consideration, and cited where appropriate.

(7) The current deficiency in the capacity of existing facilities to satisfy the requirement. This should be indicated both in terms of normal capacity, and accelerated or emergency capacity. The extent to which the proposed facilities will augment, or increase, the capacity of existing facilities should be shown.

(5) If the facilities provided are of a substitutionary nature, a definite statement of operation and maintenance costs as against the costs of the original facilities, and (6) under the proposed facilities, whether increasing should be required for other facilities which would be required to replace those of such facilities, even though they may not be claimed as substitutionary in the last years or less.

(b) A statement of any special requirements or conditions which may be specific or peculiar to particular facilities or equipment, which necessitate special treatment being independent from the course of the proposed facilities, or which would result in abnormal costs.

(c) A statement of the planning, construction and operation of the proposed facilities, or which would result in abnormal costs.

(d) An outline of the alternatives or factors affecting or delaying the major capacity of the proposed facilities (which may be one, several or not, based per 100 each, etc.). In this connection the various legal and other limitations which apply to such facilities or facility planning, including other, environmental, medical, recreational, equipment, etc., should be taken into consideration, and other above requirements.

(7) The minimum capacity in the capacity of existing facilities to satisfy the requirements. This should be indicated both in terms of normal capacity, and accumulation or emergency capacity. The period in which the proposed facilities will actually, or increasing, the capacity of existing facilities should be shown.

(3) If the acquisition of real property is required, it is necessary that detailed information be furnished on necessary relocation of buildings, roads, utilities, drainage or irrigation ditches, underground mineral liabilities, avigation rights, ownerships, anticipated severance damages, relocation or resettlement problems, and public relations implications. Whenever available, plots delineating acreages should be furnished, together with appraisals or estimates of cost.

(j) Attached to Part B should be a print of the Station Key Development Plan (17" x 24") with all the proposed facilities outlined thereon in pencil, and the following legend shown adjacent the title block: "This print marked to show facilities in the Shore Station Development Program for FY ___." Attached to the print will be a list of all the items included in Sections IV and VI of Part A, showing the line item numbers, descriptions, program priority designations (U, E, I, or LR), and the grid coordinates. Local station identification numbers may also be shown if desired.

(k) Estimate of Cost. Part C will be used to show the estimated cost for each of the UNGINT items listed in Part A. As discussed further in paragraphs C. and D. below, each line item will be assigned a basic DOD Category Code which will be shown in column 2, with a corresponding descriptive title shown in column 4. Columns 3 through 9 will then be used to break down the line item into secondary categories with units, quantities, unit costs, and estimated costs for each shown on succeeding lines, in the manner shown in the example on enclosure (5), and more fully described in paragraph D. below.

C. APPLICATION OF DOD FACILITY CLASSES AND CONSTRUCTION CATEGORIES.

1. Pursuant to the instructions contained in Encl. (1), the Navy plant account (Classes I and II) has been classified in accordance with the DOD Categories. An over-all summary, the Inventory of Military Real Property, Department of the Navy DD-161(RA)142(11011)(CONFIDENTIAL) has been published and disseminated to Bureaus and Offices, District Public Works Officers, The Department of Defense, the Bureau of the Budget, and the Congress. A Detailed Inventory of Naval Shore Activities, NAVDOCKS P-164, is currently being prepared, and is scheduled for publication in June 1956, and annually in June thereafter. This inventory will list for each station as of 1 April all Class I and II property in accordance with the basic DOD Categories. For further detail two additional digits are used in the classification of the inventory.

2. In order to facilitate preparation of the Navy Military Construction Program in accordance with the DOD Categories, the Shore Station Development Programs of individual stations must be converted to this standard system of classification and coding. Accordingly, particular attention to the proper use of the categories is required. In this connection, the following criteria should be observed:

(a) Only one Category, which represents its major function or dominant usage, should be used for an individual structure. Care should be exercised, as indicated in paragraph B. 3. (c), in selecting appropriate descriptive titles. For example, even though it is planned to provide laboratory and communications space in an administration building, Category 610 - Administrative building, should be used.

(b) Normally for each new facility, such as a barracks building, it is necessary that additional facilities, including utilities, roads, walks, etc., be provided in order that it be completely usable.

[illegible]

[illegible]

[illegible]

Since, in this example, the need to extend utility lines and to add to the station's paved roads and walks results from the requirement for the basic facility, the cost of such work constitutes a portion of the cost of the barracks. Thus, each line item is depicted in terms of a primary category which denotes its primary purpose, and one or more secondary categories which indicates the other facilities which must be augmented.

(c) In some instances, to indicate more adequately the extent of the facilities required, it will be necessary to include supplementary information concerning the units of measure applicable to individual Categories. For example, Code 842, Water Distribution Systems, covers "Distribution Mains and lines and systems for potable water. Include fire hydrant and fire protection systems combined with potable water system." The unit of measure, lineal feet (LF), would not differentiate between a 6" or a 12" main, or whether or not a sprinkler system was attached. In such instances amplifying information should be included in the remarks columns which have been provided on Encls. (3) and (5).

(d) When an item provides for reroofing, installation of air conditioning, sprinkler system, or other improvements to an existing structure, the appropriate code number should be followed by the letter I, and suitable information provided in the remarks column.

D. COST ESTIMATES

1. As indicated in reference (a), cost estimates for all facilities to be included in the Military Construction Program will be on the basis of lump sum competitive contracts. Budget estimates as defined in Encl. (1) of BuDocks Instruction 11010.14 dated 24 February 1955 will be employed in order to provide for the costs of design and administration, as well as for contingencies.

2. Inasmuch as the estimated cost is an important means of indicat-

Among the other examples, one could be already existing items and by who is the responsible point items and value (ability) from the requirements for the items functions, the need of such such constructing a problem of the work of the business. Then, such that item is business in terms of a project category which contains the primary functions, and has to very economic dimensions which indicates the other functions which must be considered.

(c) In some instances, it indicates more accurately the actual of the functions requires. It will be necessary to include supplementary functions accordingly the work of common functions to individual functions. For example, item 3.2, motor transportation functions, covers transportation items and items and services for public a vehicle. Include item functions and 3.2.1 particularly covers associated with provide motor transportation, items from 3.2.1, would not differentiated between a or a 3.2 item, or whether or not a particular service was rendered. In such instances multiple functions should be included in the review process which have been provided on items, (1) and (2).

(d) Care is taken provided for overlapping connections of the functionally specialized agencies, or other instrumentalities in an activity functions, the appropriate cost centers should be included in the review process and actions information provided to the review process.

4. Cost Centers

a. In addition to reference (a), cost centers for all functions to be included in the activity functions should be the basis of the cost centers functions.

b. Cost centers are defined to mean (1) a functional function and (2) a function functions (cost). Refer 2. Further cost will be assigned to cost to provide for the cost of items and administration, as well as the administration.

5. Consult on the reference that is an important cost of functions

ing the extent and quality of the facilities required, it is important that all components of cost be included. For example, if it is planned that government-owned armor plate will be installed on a contractor-built concrete shelter, the value of the armor plate should be included in the estimate for the shelter, as should the cost of rigging, even though it is planned that this work be accomplished by station forces. Similarly, work which is planned for accomplishment by Construction Battalion units should be estimated on a lump sum competitive contract basis. The fact that expenditures against the Military Construction Appropriation would not normally be made for such costs, will be reflected in the requests for appropriations to implement the construction program which has been authorized. However, if such costs are not included in the estimates which are presented at the time legislative authorization is requested, the Congressional Committees will have incomplete information as to the actual extent of the work which is contemplated. Nor will the true value of the government's investment in real property be reflected in inventories upon completion of construction. To enable reviewing authorities to determine the level of appropriations required, costs included in the estimates which will not require funding from the Military Construction appropriation should be indicated in column 10 of enclosure (5).

3. The example shown on Encl. (5) indicates how the category codes should be employed in breaking down the estimated cost for an individual line item. Columns (1), (2), and (4) only are used for the first line of the breakdown, this being, in effect, the title of the line item. The primary category code number and descriptive title selected are again shown on the second line in columns (3), and (4), with the appropriate units, quantities,

and estimates (including all utilities within five (5) feet of the building line) for the primary facility shown in columns (5) through (8). Succeeding lines are used to indicate the supporting components of the primary facility, with the appropriate category shown as a secondary category code number in column (3). Descriptive titles, units, quantities, and estimates are shown in columns (4) through (8). In determining the secondary categories, consideration should be given to the effect which the construction of the primary facility will have on the station's inventory of real property. Secondary categories should be listed in numerical order, and the total cost for the line item should be shown at the bottom of the breakdown as indicated.

4. If collateral equipment is involved, the category code number for the primary facility should be repeated in column (3), followed by the letter "C". The word "Collateral" should be shown in Column (4), followed by "None" and "LS" in columns (5) and (6), respectively. Column (10) should be used to indicate the type of collateral equipment included in the line item. Footnotes may be used if additional space is required.

5. The cost breakdown by secondary Category codes is the minimum which is required; such additional information as is available should also be submitted to indicate how the unit costs were derived. Within any secondary category code, conventional methods of indicating the estimated cost may be employed. An example of the method for presenting such further detail for a 4000 square foot general storage building, Code 442, is as follows:

Description	Unit	Qty	Unit Cost	Est. Cost
Storage Covered	SF	4000	9.25	$37,000
Site Preparation	-	-	LS	1,200
Concrete incl. reinforcing	CY	100	78.50	7,850
Roof Slab	SF	5000	1.35	6,750
Masonry	M	50	169	8,450
Misc1 Metal	Ton	1.5	424	635
Doors & Windows	-	-	LS	3,400
Carpentry	-	-	LS	240
Roofing	SQ	50	60.50	3,025
Painting	-	-	LS	1,200
Electrical	-	-	LS	4,250

6. It is appreciated that most activities do not have sufficient technical staff to perform comprehensive advance planning studies on facilities included in their Shore Station Development Programs. Therefore, preliminary estimates from stations based upon the publication "Cost Data for Public Works Construction" NAVDOCKS TP-PW-27 will be acceptable. If more detailed information is available, however, it should be submitted. In column (9) of enclosure (5), the estimate basis should be shown to indicate the type of estimating employed, and extent to which the facility has been advance planned. The following code will be used:

(a) "C" - to indicate complete advance planning either by DPWO forces or A&E contractor.

(b) "P" - to indicate that advance planning for the item is partially complete, or that the estimate is based on engineering field estimates.

(c) "T" - to indicate that the estimate is tentatively based on NAVDOCKS TP-PW-27, Cost Data for Public Works Construction, or equivalent.

[illegible]

Enclosure (3)

SHORE STATION DEVELOPMENT PROGRAM

Sheet 1 of _____

Date _____

A. FACILITIES SUMMARY

I INSTALLATION NAME AND LOCATION

Name:

Location:

Nearest City:
County:

II MISSION

III STATION DATA

Personnel Strength and Base Loading

	Officer	Enlisted	Civilian	Aircraft	Other
Present					
Interim					
Planned					

Total Inventory Value
(land and construction):

Acres Owned:
Land Cost:
Acres Leased:

Date Established:

IV URGENT FACILITIES REQUIRED FY_____

Line Item (1)	Category Code (2)	Description (3)	Inventory 30 June Quantity (4)	Inventory 30 June Unit (5)	Authorization Requested FY_____ Quantity (6)	Unit (7)	Estimated Cost (8)	Remarks (9)

Enclosure (3)

SHORE STATION DEVELOPMENT PROGRAM
A. FACILITIES SUMMARY

Sheet 2 of ____

Station Name:

Date: _____

V BASIS FOR REQUIREMENT FOR URGENT ITEMS

VI FACILITIES REQUIRED FUTURE

Category Code (1)	Description (2)	Inventory 30 June 19		Future Authorization Required			Remarks (8)
		Quantity (3)	Unit (4)	Quantity (5)	Unit (6)	Estimated Cost (7)	

SHORE STATION DEVELOPMENT PROGRAM

B. JUSTIFICATION FOR URGENT FACILITIES

Sheet ____ of _____

Date:_____

Station Name:

Item_____ of ____ Code: Description:

I REQUIREMENT

II SCOPE

III ANALYSIS

Enclosure (5)

SHORE STATION DEVELOPMENT PROGRAM

C. ESTIMATE OF COST FOR URGENT FACILITIES

Sheet ____ of _____

Date: _____

Station Name:

Item No. (1)	Category Codes Prim. (2)	Category Codes Second. (3)	Description (4)	Quantity (5)	Unit (6)	Unit Cost (7)	Estimated Cost (8)	Est. Basis (9)	Remarks (10)
			(Example of Estimate Breakdown by DOD Categories)						
1	**441**		**Dehumidified Storehouse**						
		441	Dehumidified Storehouse	120,000	SF	$ 6.00	$720,000		
		441C	Collateral	---	None	LS	22,000		4 Dehumidification Machines 1500 CFM
		132	Telephone Lines	---	None	LS	3,000		
		812	Utilities - Electricity	500	FT	17.40	8,700		2/0 Underground Cable in ducts
		822	Utilities - Heat and Steam	400	FT	30.00	12,000		Underground mains
		832	Utilities - Sewage and Storm	1,300	FT	10.45	13,585		10" VC Sewer, 12" RC Storm drain plus manholes and catch basins
		842	Potable Water Distribution	1,400	FT	14.10	19,740		8" and 12" mains plus fire hydrants
		851	Streets and Roads	2,000	SY	5.50	11,000		
		852	Parking Area	10,000	SY	3.00	30,000		
		860	Railroad Trackage	0.50	MI	80,000	40,000		Includes Turnouts
		930	Site Improvement	---	None	LS	37,500		
			Total				$917,525		

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